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ABSTRACT

The Higher Education Coordinating Commission's Biennial report to the 1975 Minnesota Legislature attempts to identify the major trends and issues confronting postsecondary education in the mid-1970's and to recommend some actions the state can take in addressing them. The commission in this report is proposing several recommendations to the 1975 Minnesota Legislature designed to improve student access to postsecondary education, to improve the state's planning capabilities, to improve cooperation, and to improve the use of the state's postsecondary education resources. Highlights of the recommendations discussed include: (1) removal of the bonding limitation from the Minnesota State Student Loan Program; (2) authorization to negotiate reciprocal student aid agreements with state in which a reciprocity agreement with Minnesota is in effect; (3) recognition of legitimate public service activities as an integral part of faculty responsibility and concomitantly a serious factor in promotion and salary decision; (4) appropriation to the commission of $50,000 for assessing the potential and developing plans with respect to state policy and action, on utilization of television and other educational media for delivering postsecondary education to the larger population. (Author/PG)

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MAKING THE TRANSITION

Report to the

1975 Minnesota Legislature

COMPREHENSIVE PLAN — PHASE IV

MINNESOTA HIGHER EDUCATION COORDINATING COMMISSION

Suite 400 — Capitol Square Building
550 Cedar Street
St. Paul, Minnesota 55101

January 1975

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PREFACE

Making the Transition, the Higher Education Coordinating Commission's biennial report to the 1975 Minnesota Legislature, attempts to identify the major trends and issues confronting post-secondary education in the mid 1970's and to recommend some actions the state can take in addressing them. It is the fourth report, based on a comprehensive, continuous planning effort, which the Commission has prepared for the Legislature. In a volatile post-secondary education climate the Commission's recommendations aim to provide stability while strengthening the basis for making decisions on emerging problems and issues. But the report offers no instant solutions to the many future changes, which are becoming increasingly difficult to project.

In 1969 in *Proposal for Progress*, the Commission attempted to provide the foundation for continuous planning of post-secondary education in Minnesota and to provide a useful framework for future decision-making. *Meeting the Challenge*, published in 1971, built on the assessments and recommendations presented in *Proposal for Progress*, and was concerned with the needs to be met, problems to be resolved, and actions to be taken during the 1970's.

In *Responding to Change*, the report to the 1973 Minnesota Legislature, the Commission identified some of the changing circumstances then emerging and starting to affect post-secondary education, specifically rising costs and changing enrollment patterns. It emphasized that it was essential for the state to recognize the adjustments facing many institutions; and equally important, the need for institutions to commit themselves to move decisively in adapting to the changing conditions.

During the past two years the Commission has implemented several programs authorized by the 1973 Minnesota Legislature designed to improve access to post-secondary education opportunities, to increase cooperation and coordination, and to strengthen the state's planning capabilities. Moreover, it has continued to re-examine its policies and guidelines and in some cases develop new approaches in responding to change.

Nevertheless, the efforts of the past two years have been overshadowed by historic events ranging from an unprecedented crisis in national leadership to severe economic dislocations. The effects of these and other dramatic events have had a significant impact on all phases of society, including post-secondary education. Starting before and continuing into this turbulent period, the confidence held by many citizens in the nation's great social institutions has diminished, and concerns have been raised whether these social institutions can respond effectively to the accelerating pressures of the future.

In attempting to cope with the uncertainties of the future, the Commission has spent many hours analyzing data, considering what modifications might be desirable or necessary for Minnesota post-secondary education, and debating possible policies. This report and its recommendations are a result of the Commission's conclusions from those deliberations. But it also reflects considerable input from the various systems of post-secondary education, whose leaders and representatives have worked with the Commission on several advisory committees and in other capacities. It reflects the concerns of many community leaders who have brought important issues to the attention of the Commission. And equally significant, perhaps more than in previous years, it represents the interests of the state's citizens which were voiced directly to the Commission during a Commission sponsored statewide conference on financing of post-secondary education, several regional conferences and through three regional projects which were implemented during the biennium. For the cooperation and advice from all these persons deeply concerned about the future of post-secondary education in Minnesota, the Commission is grateful. This report will be followed shortly by a separate supplement on programs administered by the Commission and another supplement on budget review.

While preparing for the future, Minnesota, like the rest of the nation, is looking back to its heritage. Thus, as the nation's Bicentennial Celebration approaches, it is appropriate that Minnesota, nationally recognized for its commitment to post-secondary education, acknowledges the many contributions that its post-secondary institutions have made to the state. For more than a century, the state, relying on its great post-secondary education resources, has proved itself in responding to new challenges.

Now, in a time of rapid change and uncertainty in Minnesota post-secondary education, a critical need exists for the state to draw on its great heritage and wealth of post-secondary education resources and apply them to effectively making the transition.

SUMMARY OF RECOMMENDATIONS

The Commission, following several months of extensive study and deliberation, is proposing several recommendations to the 1975 Minnesota Legislature designed to improve student access to post-secondary education, to improve the state's planning capabilities, to improve cooperation, and to improve the use of the state's post-secondary education resources. To guide the reader, an abridged version of the major recommendations follows. However, the recommendations are meaningful only when considered in context. Therefore, it is suggested that the reader examine the complete statements associated with individual recommendations in order to understand the details and the rationale for them. The recommendations included here are listed in the order they appear in the report.

Access

To improve student access to post-secondary education the Commission recommends:

Removal of the bonding limitation from the Minnesota State Student Loan Program;

Increase in the maximum annual amount of a state scholarship or grant-in-aid from $1,000 to $1,200;

Appropriation of $21,556,000 for the state scholarship and grant-in-aid programs for the 1976-77 biennium;

Authority to transfer funds from the scholarship fund to the grant-in-aid fund;

Establishment of a state work-study program with funding separate from the state scholarship and grant-in-aid programs and an appropriation of $1 million for Fiscal Year 1976 and $2 million for Fiscal Year 1977 to fund the program for two pilot years;

Addition of 20 new participants in the Medical Loan Program in each year of the 1976-77 biennium and appropriation of $44,850 to cover costs of issuing bonds and retiring interest on bonds not previously covered through investment income available to the program;

Reaffirmation by the state and post-secondary community of the principle that post-secondary education as a plurality of types, levels, and origins be realistically available and accessible to all residents of Minnesota. In working toward this goal, the following recommendations are offered:

—That as a guide for future policy analysis, financing, and institutional practice, all degree credit bearing instruction within an institution or system be subjected to the same evaluative standards and procedures, and that degree credit bearing instruction in public institutions be subsidized in proportion to costs regardless of the site, time, and mode of delivery.

—That all other forms of instructional activity be considered Continuing Education, and that the objective be to provide comparable subsidies to all public post-secondary institutions for similar continuing education activities within guidelines related to the costs of the activities.

—That in an effort to better meet individual, institutional and state needs for accounting for non-credit continuing education, extension and in-service training activities, all institutions of post-secondary education work with the Commission staff to identify and implement a classification of measurement units based upon the nature of these activities.

—That in an effort to improve the level of information and to improve the assessment of the implications of policy alternatives in continuing education, extension and off-campus delivery, the Commission will provide leadership in rationalizing statewide and institutional records relating to students, expenditures and sources of income, increase the level of specificity in the budget review process and continue policy analyses for the financing, organization and delivery of all continuing education, extension and off-campus delivery of credit bearing activities.

Monitoring of existing transfer policies and procedures by the Higher Education Advisory Council and implementation of the Commission's recommendations (outlined in Part I-3) in order to develop consistent transfer policies among post-secondary institutions in the state and eliminate problems currently experienced by students;

Cooperation by all post-secondary education institutions in following guidelines on acceptable recruiting standards suggested by the Commission and in following the Statement of Principles of Good Practice adopted by the National Association of Secondary Schools and College Admissions Officers as an appropriate code for representatives of state institutions.

Planning

To improve the basis for decisions on emerging problems and issues in post-secondary education the Commission recommends:

That in order to achieve continued improvement in the post-secondary education budgetary and planning process, the Legislature establish budget review as a statutory responsibility of the Higher Education Coordinating Commission as it is currently defined

in the 1973 Laws of Minnesota; Chapter 768, Section 14, Subdivision 9. (See Part II-5 for list of Commission's developmental priorities for budget review during the 1976-77 biennium);

Sufficient appropriation, as requested in the Commission's budget request, to provide for continuing development of the academic planning and budget review process as necessary for effective attention to decision-making in the context of critical issues now confronting post-secondary education;

That in recognition of the inadequate manpower data available in the state and fragmented manpower planning that occurs, the 1975 Legislature appropriate $450,000 to establish an Interagency Manpower Planning and Information System to be governed by a board consisting of the chief executive officers of those agencies that use and produce manpower information in their planning efforts. And in the absence of positive action on this proposal, that the Commission be provided an appropriation of $100,000 to develop relevant manpower information that will enable it to improve its planning process and deal effectively with pressing problems confronting the state.

Cooperation

To improve cooperation in post-secondary education the Commission recommends:

Expansion of efforts to develop effective interstate planning mechanisms with appropriate agencies in Wisconsin that will lead to improved instructional program planning and development in post-secondary education institutions in each state;

Legislative authorization to pursue development of an interstate agreement for the education of optometrists;

Authorization by the Legislature for transfer of payments between Minnesota and North Dakota under an anticipated reciprocity agreement between the states;

Continuation of discussions with South Dakota and Iowa toward reaching reciprocity agreements;

Authorization to negotiate reciprocal student aid agreements with states in which a reciprocity agreement with Minnesota is in effect;

Legislative appropriation ($150,000 in 1976 and $150,000 in 1977) for three existing regional projects (Iron Range, Rochester, Wadena) to sustain planning and coordination activities; and request for continued cooperation from public and private institutions;

Establishment of a discretionary development fund for the purpose of making selective investments through regional projects in the following: program experimentation, equalization of student costs, contracting for special or unique services, development of interinstitutional programs, and meeting matching requirements for public and private grants. Appropriation of $25,000 in 1976 and $25,000 in 1977 is requested;

Appropriation of $30,000 for Fiscal Year 1976 and $40,000 for Fiscal Year 1977 to establish operational regional advisory committees and related mechanisms for facilitating regional planning and coordination of post-secondary education in those areas of the state which are not included in one of the three existing regional projects.

Resources

To improve the use of the state's post-secondary education resources the Commission recommends:

Reaffirmation of the historical commitments to public service within the missions of post-secondary education and that the improvement and enhancement of this aspect of institutional activity be a primary objective in the next biennium;

Recognition of legitimate public service activities as an integral part of faculty responsibility and concomitantly a serious factor in promotion and salary decisions;

Appropriation of $250,000 for next biennium allocated to institutions among proposals which demonstrate an urgent need and have the endorsement of the intended clientele;

Appropriation of $5.6 million for Private College Contract Program with $2.4 million to be expended in Fiscal Year 1976 and $3.2 million in Fiscal Year 1977. To encourage private institutions to continue present level of service to Minnesota residents and continue to serve students from low income families, amendment of program to authorize payments not to exceed the following amounts for each Minnesota resident enrolled as a full-time student in a private collegiate institution: a maximum payment of $120 to two-year institutions and $150 to four-year institutions for a Minnesota resident who is not a state grant recipient and a maximum payment of $400 to two-year institutions and $500 to four-year institutions for state grant-in-aid recipients enrolled;

Appropriation of $956,860 to the MINITEX Program in order that continuing service may be provided and the program further developed during the next biennium. The appropriation will be for the following purposes: Statewide sharing of resources ($600,000), Serials data base ($100,000), Catalog support services ($180,000), Reference and information network ($20,860), Collection development ($40,000), Continuing education ($16,000);

Discontinuing of current approach to inter-institutional television and no funding for it during biennium;

Transfer of all inter-institutional television equipment which has been purchased with inter-institutional television fund to those individual institutions at which such equipment currently is located, effective July 1, 1975;

Use of equipment transferred to individual institutions for intra-institutional television activities and available for contract use for any inter-institutional programming for which equipment is suitable and accessible.

Use of major portion of funds which otherwise might be used to support the current approach to inter-institutional television programming to support intra-institutional television activity to the extent that budget requests for such support can be justified;

Appropriation to the Commission of $50,000 for assessing the potential and developing plans with respect to state policy and action on utilization of television and other educational media for delivering post-secondary education to the larger population.

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MAKING THE TRANSITION

Minnesota post-secondary education is at the threshold of what may become the most dramatic transition ever experienced by the state's educational enterprise. Several partially interrelated circumstances and forces are converging in such a manner as to cause a potentially profound impact on the shape of education beyond high school.

Minnesota post-secondary education also is faced with considerable uncertainty. Some of the uncertainty stems from conflicting and changing societal forces which impinge upon education, and some emanates from lack of agreement on what constitutes desirable modifications and directions for post-secondary education.

The emerging transition and the uncertainties together create a critical need for the state to strengthen its planning and policy capabilities, to provide stability for the educational enterprise, to facilitate positive change consistent with needs, and to rationalize the transition. This report addresses this critical need. The recommendations that follow are designed to facilitate responsible action without exacerbating the turmoil which already surrounds post-secondary education in Minnesota.

Impinging Forces

Few would argue against the view that we are living in a time of conflict, crisis, change, and stress. As a social institution, post-secondary education in one way or another is affected by all of the strains on society and some manifestations which are peculiar to the enterprise. Some of the circumstances which are impinging upon post-secondary education concurrently are:

Broadened Definition A general societal reaction against exclusive conceptions and practices which artificially limit the universe of persons, activities, and organizations which are recognized and accorded status by virtue of recognition is reflected in an increasingly broadened definition of post-secondary education. The broadened conception of post-secondary education is apparent in recent actions at several levels, such as federal legislation requiring the inclusion of proprietary institutions in state planning with federal financial assistance, adoption of a fully comprehensive definition of post-secondary education by the U. S. Office of Education, and transformation of the Minnesota Association of Colleges into the Association of Minnesota Post-Secondary Education Institutions. Since conception of what constitutes acceptable behavior has substantial impact on what institutions do, the broadened definition of post secondary education has potential for significant effects on the transition of post-secondary education. Clearly, the broadened definition offers opportunity to serve more clients in different ways. It also presents a variety of problems, including lack of precision and a nearly infinite purview.

Changing Population Perhaps the most certain and most obvious force which will impinge upon post-secondary education for the next quarter of a century is the declining number of youths which already has had a pronounced effect on elementary school enrollments. The substantial decline is in the number of youths between the ages of 18 and 25, the age group which has been the primary source of post-secondary education. The decline will require either a reduction in the scope of the enterprise or a re-allocation to provide increased service to other clients. In either case, the dislocations may be severe.

Changing Values The "value crisis" has produced widespread disagreement and left many persons bewildered about what is "right" and "wrong" with respect to a great variety of matters, such as pornography, drug abuse, sexual mores, the role of women, the value of the family, good taste, proper dress, appropriate social behavior, and ethical standards. Rapid changes in values and general disagreement about current and future values of the society create a confounding problem for post-secondary education which has responsibility both for transmission of the cultural heritage and preparation of youth for living with the societal values of the future. The problem is exacerbated by lack of agreement on the extent to which post-secondary education should stimulate future values as opposed to simply transmitting existing values. What, if any, values should be taught?

Manpower Constrictions Rapid growth in population and expansion of the economy to a considerable extent have compensated for declining manpower requirements resulting from technological advances. During the past several decades there has been substantial basis for the belief that there would be ample occupational opportunities for all who would prepare themselves. While long-range manpower projections continue to be hazardous, present indications are that in the future the number of persons wishing to prepare for many occupational areas may well exceed the number of available opportunities. Since post-secondary education must necessarily serve both the needs and desires of the individuals who seek education and the needs and desires of society for trained manpower, the dilemma of conflicting desires will become more acute.

Credibility Gap Confidence in post-secondary education has been shaken as an increasing number of products of the enterprise have not found opportunities to be as great as their expectations, as some have charged that the education is not sufficiently relevant to their perceived needs, as problems of society have grown in both number and severity despite attention from post-secondary education, and as education after high school has become more commonplace.

Accountability Demands The credibility gap discussed above and a general trend away from blind faith and towards expecting all social institutions and public officials to be more directly accountable to those whom they serve and those who provide funds have created increasing demands for explicit objectives, justification of benefits of objectives and programs, evidence that objectives are achieved, and documentation that the investment is used effectively.

Since the outcomes of post-secondary education tend to be long-range and difficult to measure, responding to accountability demands is challenging.

Equality and Equity Post-secondary education is still grappling with the implications of organizational behavior attendant to problems such as whether or not fair and just educational opportunities for minorities are to be found in equal treatment or in different treatment (special programs or extra assistance, for example). How does the educational enterprise deal with the objectives of achieving the highest quality possible and of increasing the number of senior women and minority faculty members? How can affirmative action goals be accomplished in a no-growth or constricting situation?

Collective Bargaining Introduction of collective bargaining changes some traditional relationships in the academic community of the campuses and changes the arena and mechanisms for making some decisions. The ways in which this force will influence post-secondary education and the adjustments which it will stimulate are only partially predictable.

These forces along with others which could be discussed will cause change. It is the combination of a variety of major and minor forces which makes some transition certain, but also makes projection of the direction of changes difficult.

Recognition of some of the trends in post-secondary education is ample evidence of change in the enterprise. For example:

> The proportion of part-time students in post-secondary enrollments is increasing;
>
> The balance between on-campus and off-campus instruction is shifting from on-campus to off-campus;
>
> Effort devoted to external degrees and other non-traditional approaches is increasing;
>
> Retention of students is made easier by changed grading policies and practices with less "flunking out" of students;
>
> The basis for granting degree credit is being liberalized with credit being awarded for experiences outside the institution and changes in requirements for earning credit within institutions;
>
> Changing enrollment patterns and maintenance of student-faculty ratios are causing increases in the proportion of older faculty members and decreases in younger faculty members in some institutions;
>
> Admission requirements are being relaxed in practice;
>
> Increased competition for students and greater effort to recruit students stem from shortages of potential students and need for students as a basis of revenue for operating funds;
>
> Serious efforts to serve potential clients over age 25 are increasing;
>
> The proportion of students in programs with specific career or vocational objectives is increasing, while the proportion in general or liberal arts education is decreasing;
>
> The proportion of students in programs of less than four years is increasing;
>
> Enrollments are increasing in some institutions, but decreasing in others;
>
> Most unit costs and total costs of post-secondary education continue to rise rapidly;

The number and variety of programs offered are increasing;

While shortages may exist in some fields, the general supply of potential faculty members exceeds the positions available.

Additional Uncertainties

Many uncertainties for the future are apparent in the forces and trends described above. A few specific examples will illustrate the vagaries facing post-secondary education.

Good Life Definition The present disagreement about what constitutes the "good life" may have substantial effect on the value society places on post-secondary education, on financial support, on participation in post-secondary education, on the kinds of programs to be offered, and on approaches to teaching and learning. Emphasis appears to be shifting from material success and consumption to self-expression and satisfying human relationships, from self-discipline and hard work to spontaneous response to experiences, from primacy of economic values to primacy of feelings and emotions, from deferred gratification to more immediate gratification. The extent and intensity of changes in social attitudes and values cannot be projected with certainty.

Economic Conditions Economic conditions and employment opportunities affect what is expected of post-secondary education, participation in post-secondary education, and the resources available to post-secondary education. Uncertainties about resolution of the current economic crisis present post-secondary education with pervasive unknowns for the immediate future.

Changing Role Uncertainties about the future role of post-secondary education emerge from disagreement about functions, such as the extent to which the educational enterprise should serve to certify rather than provide experiences and knowledge. Ambivalent attitudes about and support for research and service functions leave post-secondary education with uncertainties about societal role expectations.

Enrollments Economic conditions, social attitudes, and other unknowns will combine with changing population characteristics in determining post-secondary education enrollments. As the pool of potential clients in the 18 to 25 age group declines, the pool of potential clients in older age groups will increase. The ways in which and extent to which new potential clients respond to offers of service from post-secondary education remain to be seen. At the moment, the learning society remains an uncertain goal.

Recommendations

The transition of post-secondary education and the uncertainties may ultimately require some dramatic changes in structures and perhaps even some dismantling of institutions. It is because of the uncertainties and the strains which already are affecting post-secondary education that the Commission has chosen to make recommendations which reflect a moderate course to provide stability while strengthening capacity for acting responsibly and responsively in the future. The directions toward which recommendations in this report are aimed are:

Toward assuring access to post-secondary education for all, regardless of social or economic status

Increased funding and higher award limitations for scholarships and grants

Greater flexibility in administering student aid programs

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Removal of limitation on bonding authorization for state student loans

Funding for new work-study program

Other student aid recommendations

From independent competition toward cooperative interdependence

Expanded interstate cooperation through increased activity under reciprocity including program offerings, tuition, and student aids

Continued and increased inter-institutional cooperation through regional projects

Toward mobility of learners among educational experiences and institutions

Proposals to facilitate transfer of students among institutions

Plans to facilitate cross-registration and to build programs drawing on several institutions through regional efforts

Toward preserving diversity of opportunities in Minnesota

Modifications to and increased funding for Private College Contract Program

Toward a rational approach to serving the adult population through life-long education

Renewed and increased recognition for continuing education

Clarification and rationalization of information and support for continuing education

Toward post-secondary education leadership in community development

Recognition of the service functions of post-secondary education

State funding for continuity of community service activities

Toward assuring responsible institutional behavior toward and service to prospective students

Policies and guidelines on recruitment of students

Toward assuring responsiveness to state's and society's needs for talent

Establishing structure and funding for comprehensive manpower planning and information

Toward more effective planning and coordination of instructional programs

Develop capacity for improved review of new programs, expanded review of existing programs, and earlier coordination of program planning efforts

Toward stability, improved planning, and better understanding of budgeting and use of funds for post-secondary education

Continuation of budget review

Refinement of programmatic budgeting system

Improvement of total budget process

Toward more effective and efficient use of instructional resources

Expansion of MINITEX inter-institutional program

Changes in approach to television

Planning for use of instructional technologies

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PART I

IMPROVING STUDENT ACCESS TO POST-SECONDARY EDUCATION

1. **Financial Aids**
   Toward Assuring Access for All,
   Regardless of Social or Economic Status.

2. **Continuing Education**
   Toward a Rational Approach to Serving the
   Adult Population Through Life-Long Education.

3. **Transfer**
   Toward Free Flow of Students
   Among Minnesota Institutions.

4. **Recruitment**
   Toward Assuring Responsible Institutional
   Behavior Toward Prospective Students.

PART I

IMPROVING STUDENT ACCESS TO POST-SECONDARY EDUCATION

Throughout its history, the Higher Education Coordinating Commission has recognized the importance of providing access to post-secondary education and has recommended many major programs and policies to encourage geographic and financial access. In one of its earliest publications, **A Philosophy for Higher Education,** *the Commission, pointing to the fundamental role of human talent in the progress of Minnesota, recommended that "developing human resources must be assigned first priority in any realistic effort to provide for future economic, social and cultural growth of Minnesota . . . Moreover, recognizing the value of personnel with advanced education and a liability to the state of the unskilled, every high school graduate who has reasonable capacity to profit from further education should be actively encouraged to enter an appropriate program of post-secondary education, and every effort should be made to remove barriers to post-secondary education."*[1]

The state has made considerable progress in achieving the objective of providing access to post-secondary education. All regions of the state, for example, have a minimum of two public institutions, and eight regions have four or more public

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[1] Minnesota Higher Education Coordinating Commission, *A Philosophy for Minnesota Higher Education* (1968) pp. 7-8.

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institutions. With private institutions added to the distribution, the availability of post-secondary education throughout the regions is increased. Moreover, three new regional post-secondary education centers, various cooperative arrangements, and a reciprocity program with Wisconsin have further improved access. The Minnesota "package" of student aid programs, in combination with federal, institutional and private financial aid programs provided some type of financial aid to virtually every student who sought assistance during the 1974-75 academic year.

As significant changes in the society and in post-secondary education have accelerated, the Commission has re-examined its policies and programs designed to provide access. Despite significant achievements, much remains to be done in assuring access, particularly in response to societal pressures and to the needs of a broader spectrum of students than previously served. In this context, the Commission recommends that the state and post-secondary education community reaffirm the principle that post-secondary education be realistically available and accessible to all residents of Minnesota. Moreover, the Commission notes the need for considerable emphasis on enhancing equal access to persons previously excluded—cultural and ethnic minorities, women, economically disadvantaged, adults and part-time students.

In the section on student aids the Commission asserts that lack of economic ability to pay education expenses should bar no Minnesota resident from post-secondary education. The Commission explains that the state programs (state student loan program, state scholarship and grant-in-aid programs, Medical Loan Program, work-study program, Foreign Student Assistance Program and Veterans' Dependents Financial Assistance Program) for the most part, are working to remove financial barriers. And the Commission further points out, that by the state giving continued commitment to existing financial aid programs, the financial barrier to post-secondary education can be effectively lowered or entirely removed. To accomplish this the Commission makes several specific proposals for enhancing the Minnesota 'package' of existing state student aid programs.

In the section on continuing education the Commission says that in attempting to translate the principle of access for all into policy as well as practice, it faces difficulties in defining continuing education, in measuring it, and in recording continuing education activities in a systematic way. As a result of these problems, there is much confusion about what continuing education is, how much of it is occurring, and how it is funded. As a guide for future policy analysis, financial and institutional practice, the Commission makes several recommendations for improving statewide information on continuing education.

For a variety of reasons ranging from financial exigencies to changes in vocational objectives, many students, once enrolled in an institution, seek access to another institution. The section on transfer, based on the conclusions of a statewide advisory committee's in-depth study and the deliberations of the Coordinating Commission and the Higher Education Advisory Council, addresses a problem that is occurring with increased frequency in Minnesota. Recognizing this phenomenon and yet realizing that problems continue, the Commission proposes several recommendations to facilitate transfer among Minnesota institutions.

As institutions seek to make their services accessible to students, they use a variety of ways to disseminate information about themselves. In a rapidly changing post-secondary education environment, institutions are competing vigorously for a limited number of students in the traditional 18-22 year-old age group and are trying to reach new groups of students. To do this, they are attempting innovative strategies and increasing their use of promotional materials. The Commission is concerned that as institutions expand their recruiting efforts, they continue to give primary consideration to the welfare of the student. As a result of this concern, the Commission, in a section on recruitment, recommends several guidelines for institutions to follow.

Toward Assuring Access for All, Regardless of Social or Economic Status

1. FINANCIAL AIDS

"When capital was the key to economic success," writes economist John Kenneth Galbraith, "social conflict was between the rich and the poor . . . In recent times education has become the difference that divides."[1]

Each new generation enters a society more technologically advanced and more socially and economically complex. Manpower, the supply of human talents and skills, must be trained to meet ever changing needs. The role of and need for post-secondary education in the future will assume new dimensions of importance. The productivity of the people, individually and collectively, will depend largely upon the type and extent of their educational training. Therefore, the Commission reaffirms its conviction that the state must adhere to the principle of equal opportunity and must pursue the policy of meeting the post-secondary education needs of an increasingly larger proportion of Minnesota residents.

Equality of opportunity for post-secondary education is desirable for more fundamental reasons than its contribution to economic growth, but its importance to the state's economy should not be minimized. Incentive and opportunity are two keys to growth. Unnecessary and unwarranted situations of foreclosed opportunities retard growth. Only when each individual in our society has the opportunity to develop his or her potential fully and has the opportunity to utilize his or her talents and skills to the utmost can we achieve maximum output from available human and non-human resources.

Concludes the Educational Policies Commission, "In the future, the important question needs to be not 'who deserves to be admitted' but 'whom can the society, in conscience and self-interest exclude'?"[2]

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[1] John Kenneth Galbraith, *The New Industrial State*, (Boston: Houghton Mifflin, 1967), p. 244.

[2] Educational Policies Commission, *Universal Opportunity for Education Beyond High School*, (Washington D.C.: National Education Association, 1964), p. 5.

Equal access to post-secondary educational opportunities remains as one of the top priority issues for which the Commission is concerned. The Commission submits that a lack of economic ability to pay educational expenses should bar no Minnesota resident from post-secondary education. The Commission further submits that by the state giving continued commitment to existing state student financial aid programs, the financial barrier to post-secondary education can be effectively lowered, or entirely removed.

In fact, the total "package" of Minnesota state financial aid programs in combination with federal, institutional, and private financial aid programs provided some type of financial aid (scholarship, grant, loan, work) for virtually every student who sought assistance for the 1974-75 academic year. Every eligible applicant who applied for the Minnesota State Scholarship and Grant-in-Aid Programs and who demonstrated financial need received a monetary award. Every eligible applicant who sought assistance from the Minnesota State Student Loan Program received a loan in the amount requested. Every application from legal Minnesota residents for the Minnesota-Wisconsin Tuition Reciprocity Program was approved. The programs, for the most part, are working to remove financial barriers to post-secondary education.

With continued commitment to and with some enhancement of existing state student aid programs, the Minnesota "package" could be a model for other states to emulate.

State Student Loan Program

Enacted by the 1973 Legislature and made operable by the sale of $29.4 million in general revenue bonds in February 1974, the Minnesota State Student Loan Program (MSSLP) began as a loan program more accessible to students than any loan program operated by any other state.[3] MSSLP loans help thousands of students — vocational students as well as students in higher education, middle income students as well as those with lower incomes, Minnesota students attending out-of-state institutions as well as those attending in-state institutions.

As of October 1974, the program had received and approved 7,000 loan applications totaling more than $11 million. The loans averaged $1,571 each.

Approximately one-half of the student borrowers are enrolled in private educational institutions and one-half in public educational institutions. Approximately 60 per cent of the students are enrolled in higher education and 40 per cent are enrolled in vocational education.

It should be noted that this program is being operated at no cost to the state's taxpayers. The MSSLP is serving as a model for other states to investigate. The MSSLP is a most innovative student aid program with perhaps the best cost benefit performance of any state program in Minnesota.

Estimates now indicate that only $4.5 million will remain from the original $30 million bonding authorization at the close of Fiscal 1975. In order to keep this important student assistance program operational, additional bonding authority is needed.

Accordingly the Commission recommends removal of the bonding limitation for the Minnesota State Student Loan Program.

State Scholarship and Grant-in-Aid Programs

By establishing state scholarships in 1967 and state grants-in-aid in 1969, the Minnesota Legislature recognized the importance of making post-secondary education more accessible to the financially disadvantaged.[4] Increased support of these student aid programs by the 1971 and 1973 Legislatures expressed the conviction that the state must continue to pursue the policy of improving accessibility to post-secondary education. The Minnesota State Scholarship and Grant-in-Aid Programs (MSSGP) have helped thousands of Minnesota citizens and are continuing to help thousands more to overcome the financial barrier to post-secondary education.

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[3] *Minnesota Statutes 1973*, Sections 136A.14-.17.

[4] *Minnesota Statutes 1967*, Sections 136A.09-.13; *Minnesota Statutes 1969*, Sections 136A.09-.13.

For the first time in the history of the MSSGP, all eligible students who applied to the programs and who demonstrated financial need received a monetary stipend to help pay educational expenses for the 1974-75 academic year. Table 1 shows that $8,350,000 has been committed to 12,096 students. Approximately half of these students are new, or first time, students.

Table 1

MINNESOTA STATE SCHOLARSHIP AND GRANT-IN-AID PROGRAMS

MONETARY STIPENDS FOR 1974-75 ACADEMIC YEAR

	No. of Students	Funds Awarded
Initial Grants	4,202	$2,710,000
Renewal Grants	2,397	$1,690,000
Total Grants	6,599	$4,400,000*
Initial Scholarships	2,090	$1,480,000
Renewal Scholarships	3,407	$2,470,000
Total Scholarships	5,497	$3,950,000
Grand Total	12,096	$8,350,000

*$342,000 of this total is from Minnesota's allocation in the Federal State Student Incentive Grant Program.

The Commission recognizes that the cost of post-secondary education has risen during the current biennium and that it is expected to rise during the next biennium. The 1971 Legislature approved the Commission's recommendations that (a) the amount of a state scholarship or grant-in-aid should not exceed one-half of a student's demonstrated need for non-family support and (b) to increase the maximum of an annual award from $800 to $1,000.[1]

Education costs at some public institutions have increased to the point that the $1,000 maximum limitation no longer allows for one-half of demonstrated need to be met for some students. Raising the maximum to $1,200 would allow for meeting the one-half need for all qualified recipients at any public institution.

Accordingly, the Commission recommends that the maximum annual amount of a state scholarship or state grant-in-aid be increased from $1,000 to $1,200.

Table 2 indicates that $22,202,000 would be required during the next biennium for the state scholarship and grant programs to increase the maximum award to $1,200, to make awards to all eligible renewal MSSGP applicants, and to maintain the Fiscal Year 1975 level of awards to new applicants. Assuming that the level of federal funding for the State Student Incentive Grant Program remains at the Fiscal 1975 level during each year of the next biennium, $646,000 of the required funds will be provided by the federal government.

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[1] *Minnesota Statutes 1971*, Section 136A.121, Subdivision 3(1, 2).

Table 2

BUDGET ESTIMATES FOR 1976-77 BIENNIUM MINNESOTA STATE SCHOLARSHIP AND GRANT-IN-AID PROGRAMS

	1975	1976*	1977*	1976**	1977**
Initial Grants . . .	$2,710,000	$2,710,000	$ 2,710,000	$ 2,875,000	$ 2,875,000
Renewal Grants. .	1,690,000	2,640,000	3,210,000	2,752,000	3,348,000
Total Grants	$4,400,000	$5,350,000	$ 5,920,000	$ 5,627,000	$ 6,223,000
Initial Scholarships	$1,480,000	$1,480,000	$ 1,480,000	$ 1,590,000	$ 1,590,000
Renewal Scholarships . .	2,470,000	3,160,000	3,712,000	3,295,000	3,877,000
Total Scholarships	$3,950,000	$4,640,000	$ 5,192,000	$ 4,885,000	$ 5,467,000
Grand Total	$8,350,000	$9,990,000	$11,112,000	$10,512,000	$11,690,000

*Projections in renewals reflect a historical retention of 60 per cent in the grant-in-aid program and 80 per cent in the scholarship program.

**Amounts with increases in maximum award from $1,000 to $1,200.

The Commission submits that funds should be made available to make awards to all eligible renewal MSSGP applicants, and that, further, funds should be made available to maintain the Fiscal 1975 level of awards to new applicants.

> **Accordingly, the Commission recommends that the 1975 Legislature appropriate $21,556,000 for the Minnesota State Scholarship and Grant-in-Aid Programs for the 1976-77 biennium.**

Present funding practices do not allow for the transfer of funds between the scholarship program and the grant-in-aid program. The ability to transfer funds from the scholarship fund to the grant fund would provide for much greater flexibility in the administration of the programs. The primary advantage of this transfer ability would be that a definite scholarship deadline could be established, that scholarship winners would be selected only during the first round of awards, and that late applications for grants-in-aid could be more easily accommodated. As the program is now managed, some students are transferred from one program to the other as unallocated dollars become available through attrition and changes in college choice of student recipients. This produces confusion for these students and a great amount of administrative paper-work and related expense for institutions and the MHECC staff. The uncertainty of the situation also conflicts with the administration of the Private College Contract Program.

> **Accordingly, the Commission recommends that the 1975 Legislature give the Commission the authority to transfer funds from the scholarship fund to the grant-in-aid fund.**

State Work-Study Program

The 1973 Legislature recognized the need for a state work-study program and passed legislation which provided for such a program.[8] Under the present program, any recipient of a state scholarship or grant-in-aid is eligible for participation. Students have not taken advantage of the program, however, because they have not elected to give up their gift assistance which they are required to do. The students have elected to retain their gift assistance and either find other employment opportunities or use loan programs to make up the balance of their need. Also, nonprofit agencies have been reluctant to enter into the program because the state program requires a greater agency matching amount than does the federal work-study program. It should be noted that because state scholarships and grant recipients are needy students, the same students qualify for the federal work-study program to help meet the remainder of their need that is not met through the state scholarship and grant-in-aid programs.

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[8] *Minnesota Statutes* 1973, Sections 136A.231-.235.

The benefits derived from a state work-study program still remain. However, the program must have independent funding to succeed. Much support can be generated for the value to the student of a good part-time work experience while he or she is a student. Also, if the program were available for non-campus jobs, as it is in the present program, the non-campus agencies could derive great service from the work efforts of post-secondary students.

The federal work-study program provides approximately $6 million in work opportunity to Minnesota students annually. However, the program is designed to assist primarily students from low-income families. The Commission submits that there is a need for a work-opportunity program for students from moderate and middle income families as well as students from low income families. Many post-secondary institutions report that they have hundreds of students who are seeking, but who are unable to find part-time jobs to help pay educational expenses.

Most post-secondary students working part-time jobs earn between $500 and $1,000 per academic year. These earnings can mean the difference for some students between staying in or dropping out of school.

The Commission proposes that a pilot state work-study program be funded to establish work opportunities for 1,200 to 1,500 students during the first year of operation and 2,400 to 3,000 students during the second year of operation. During the pilot two years of the program the Commission will monitor the effectiveness of the program and determine the appropriate funding levels for future years.

> **Accordingly, the Commission recommends that the 1975 Legislature establish a work-study program with funding separate from the state scholarship and grant-in-aid programs. Further, the Commission recommends that the 1975 Legislature appropriate $1 million for Fiscal Year 1976 and $2 million for Fiscal Year 1977 to fund the two pilot years.**

Medical Loan Program

The 1973 Minnesota Legislature established a loan program for students in schools of medicine and osteopathy with provisions for cancellation of the loan principal and interest if the borrower practices in a rural area of high medical need.[7] It seemed the intent of the Legislature to increase the number of medical loan participants by twenty new students each year. This being the case, by the end of the fourth year of the program there would have been 100 medical and osteopathic students who had participated in the program. Coordinated efforts are now underway to identify rural high medical need areas, and these areas should be identified by March 1, 1975.

Funds for the loans would be generated through the sale of revenue bonds. The tax funds which would be required in Fiscal Years 1976 and 1977 would be approximately $44,850 which would be needed to cover the costs of issuing bonds and retiring interest on the bonds, not previously covered through investment income available to the program.

No funds would be needed in the 1976-77 biennium to cover costs of cancelled loans as no student participant would have had time to serve the mandatory three years of practice in a high medical need rural area that is required for cancellation.

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[7] *Minnesota Statutes 1973*, Sections 147.30-.33.

The ultimate cost to the state for the program is uncertain as it is almost impossible to forecast the number of doctors actually fulfilling their obligation to practice in a rural high medical need area. Assuming all students borrow for an average of 2½ years @ $6,000 per year, the amount loaned to the 100 students would be $1.5 million. The interest retirement and costs of issuing bonds would be approximately $1 million. Therefore, the cost to the state if the loan for every student were cancelled would be $2.5 million. This total would be reduced if some borrowers do not fulfill their obligations to practice in a rural high medical need area.

> **Accordingly, the Commission recommends that the 1975 Legislature approve the addition of twenty new participants in the Medical Loan Program in each year of the 1976-77 biennium. The Commission further recommends that the 1975 Legislature appropriate $44,850 to cover costs of issuing bonds and retiring interest on the bonds not previously covered through investment income available to the program.**

Foreign Student Assistance Program

Recognizing the financial difficulties of foreign students in Minnesota who are excluded from other financial aid programs and vulnerable to rapidly rising costs of education, the 1974 Legislature created the Minnesota Foreign Student Assistance Program.[8] The program provides financial assistance by allowing public institutions to reduce tuition charges to in-state levels for those foreign students who can demonstrate financial need. Further, the program provides for the MHECC to allocate funds to participating institutions for the purpose of providing financial assistance to foreign students who experience financial emergencies.

The present legislation requires that the allocation formula for the emergency foreign student scholarship appropriation be based in part on the full-time equivalent enrollment (FTE) of each institution. Therefore, if two institutions have the same cost and same FTE, each institution will receive the same allocation regardless of the number of foreign students enrolled at each. Since the money is intended to assist foreign students already in attendance at the institution who have unexpected financial difficulties, it would be more equitable to base the allocation on the number of foreign students enrolled rather than FTE enrollment.

> **Accordingly, the Commission recommends that the amounts allocated to participating institutions be based on the number of foreign students enrolled at each participating institution rather than on full-time equivalent enrollment of each institution. In addition, the Commission recommends that the 1975 Legislature continue the Fiscal Year 1975 appropriation level, $80,000, during each year of the 1976-77 biennium.**

Veterans Dependents' Financial Assistance Program

The 1974 Legislature provided a program to provide tuition free education at public post-secondary schools and partial tuition payments at private post-secondary institutions for eligible dependents of Minnesota prisoners of war and persons declared missing in action.[9] It is estimated that the 1974 appropriation, $10,000, will fund 15 students for one year.

> **The Commission recommends that the 1975 Legislature appropriate $20,000 for the 1976-77 biennium to continue the program at its present level.**

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[8] *Laws of Minnesota 1974*, Chapter 492.
[9] *Laws of Minnesota 1974*, Chapter 496, Section 2.

2. CONTINUING EDUCATION

Our society increasingly demands that individuals adapt to changing values, to rapidly changing vocations, to varying uses of time, to altering relations with technologies, and to numerous other variations in our way of life. Within this context citizens and institutions need to be resilient, but also must be rational and purposeful in their responses to the day to day changes in their environments. The goal of developing a citizenry with a useful and satisfying lifestyle will not easily be achieved without an educational system designed to promote both developmental and adaptive capabilities.

Within recent years a broadened definition of education has been advocated, and there is evidence that an increasing part of the community is willing to recognize learning in many of its relatively informal or out of school contexts. In post-secondary education this has taken the form of individualized instruction, experiential and competency-based accrediting, many variations of campus outreach and extension, and an emerging attempt to relate post-secondary resources to the learning processes extending throughout life. Many noteworthy experiments have been staged in this period, and some will stand up well under evaluation and the test of time. Other experimental programs will not realize intended objectives, and supporting resources will be re-allocated to more successful programs or to additional experimentation.

Throughout this period, a primary focus of policy and practice has been on the individual and societal desirability of enhancing access to post-secondary education for those portions of the society which have been excluded in the past. Among these are cultural and ethnic minorities, women, economically disadvantaged, adults, and part-time students. Some notable achievements have occurred in the realm of access, but much more must be accomplished. In addition, institutional purposes and missions must be continuously re-examined as they relate to broadened roles in serving new and different clienteles.

As traditional clientele pools for post-secondary education stabilize or decline, we stand at the threshold of opportunity in which part-time students, adults older than traditional college age (18-22), and previous nonparticipants may be better served. The question is whether we have the commitment and policy framework within which these objectives may be realized.

> **As a point of origin, the Commission recommends that the state and the post-secondary community should reaffirm the principle that post-secondary education as a plurality of types, levels, and origins should be realistically available and accessible to all residents of Minnesota.** -

In attempting to translate this principle into policy as well as practice, several impediments are encountered. Among the first difficulties faced are the number of imprecise terms which are used to describe those activities which don't seem to fit neatly into the conventional full-time day instructional program. In some cases definitions relate to functions and activities while in others terms relate to the institutional organizational structure or the time and place of the activity. The net result is a good bit of confusion about what constitutes continuing education, extension, community service, cooperative service, independent study, public service, and many other terms used interchangeably.

Improvement of Statewide Information

Before useful policy analysis will occur, some conventions must be established for categorizing activities, maintaining records, and measuring both demand and response. In the development of the program taxonomy for the budget review process, a set of gross definitions was developed for several categories. These definitions will serve as useful guides but must be further refined and developed.

What is the magnitude of activity in these areas? Within the broad scope of credit and non-credit activities for the Fiscal Year 1974, a reasonable estimate of registrations in the public sector would approach one million and total public expenditures would exceed $36 million.

As a result of reports of some problems in the area of off-campus credit offerings, the Commission acted this biennium to establish a statewide coordinating mechanism to improve coordination and planning through the facilitation of increased inter-institutional communication and problem solving. In those areas where experimental regional centers exist an even more intensive effort is being made to coordinate the planning of offerings and other services. In both cases, the processes are developing information which will be essential in future planning and policy formulation.

The current level of effort in continuing education and extension activities in this state is significant, and available evidence suggests that client interests and institutional efforts are increasing. Beyond these generalizations, conclusions and careful analyses become very difficult due primarily to gaps in institutional and statewide records as well as a funding mechanism which offers direct financial incentives for manipulation and incomplete service.

Is recurrent education realistically accessible in both economic and geographical terms for all Minnesotans who would take advantage of it? The direct response must be that we are not sure, but a reasonable hypothesis is that at present credit and non-credit opportunities are unevenly distributed geographically, socially, and economically.

How should the costs for extension and continuing education be distributed? As currently delivered, the costs for similar activities may vary up to one order of magnitude for the same service depending on the source and site of the delivery. In the absence of agreement on rational funding policies for the state, a number of funding schemes are operating which may represent economic discrimination for the clients.

Should income from client charges for off-campus services be used to support campus-based facilities, services, programs, and personnel? There are differing philosophical and practical views on this question, but without state guidelines actual practice may vary widely.

Should client charges for non-credit courses, programs, workshops, and avocational activities recover direct and indirect costs of delivery? As in other instances, practices in this area vary widely and a statewide guideline would be desirable.

Is it necessary for all continuing education, extension activities, and public service activities to carry academic credit? Although most individuals would respond in the negative to this question, the pattern of the past few years appears to point to a significant increase in both the number of activities providing academic credit and the level of credit offered. Although a number of factors could be inducing these changes, the danger is that the stature of bona fide credit offerings may be diluted, client confidence may be diminished, and funding may be reduced.

Is there a need for a more unified system of recognition for institutional effort and individual participation in non-credit continuing education, extension, and public services? Current recording mechanisms provide an uneven pattern in each of these areas while many individuals and numerous accrediting or licensure agencies need some recognizable measure of participation as distinct from academic credit. In addition, policy assessments pertaining to state subsidy of these activities are impeded by the lack of systematic and retrievable records of institutional efforts and performance.

> **As a guide for future policy analysis, financing, and institutional practice, the Commission recommends that all degree credit bearing instruction within an institution or system be subjected to the same evaluative standards and procedures, and that degree credit bearing instruction in public institutions be subsidized in proportion to costs regardless of the site, time, and mode of delivery.**
> **The Commission also recommends that all other forms of instructional activity be considered Continuing Education and that the objective be to provide comparable subsidies to all public institutions for similar continuing education activities within guidelines related to the costs of the activities.**
>
> **In an effort to better meet individual, institutional, and state needs for accounting for non-credit continuing education, extension and in-service training activities, the Commission recommends that all institutions of post-secondary education work with the Commission staff to identify and implement a classification of measurement units based upon the nature of these activities. This process should also identify institutional responsibility for the maintenance of client and activity records and provide guidelines for access to these records.**
> **In an effort to improve the level of information and to improve the assessment of the implications of policy alternatives in continuing education, extension, and off-campus delivery, the Commission will provide leadership in rationalizing statewide and institutional records relating to students, expenditures and sources of income, increase the level of specificity in the budget review process, and continue policy analyses for the financing, organization, and delivery of all continuing education, extension, and off-campus delivery of credit bearing activities.**

The Commission is cognizant that the full realization of these objectives may hold implications which are not presently apparent. It is quite possible that added funding may be required and that the effects may be differential among systems. It may be necessary, therefore, to develop a phasing plan that will incrementally achieve comparability and equity without placing any undue hardship on institutions or systems in the short run. The Commission is confident that these recommendations represent logical first steps in the improvement of practice and policy, in the improvement of statewide information, and in the development of more detailed plans with accompanying implications.

3. TRANSFER

Transfer is a significant phenomenon in Minnesota. In the fall of 1973, more than 6,000 students moved from one to another of Minnesota's 147 post-secondary educational institutions. Table I, taken from the *Fall, 1973, Minnesota Post-Secondary Education Enrollment Survey,* shows the systems from which these students transferred and the institutions to which they moved. For example, 2,853 students transferred out of Minnesota public community colleges. What may be a surprise to many is that 1,163 students transferred into community colleges.[1] In any one year, about 5 per cent of the college students in the state transfer during that year. The number of transfer students during a year is approximately one-seventh the number of new entering freshmen. One well might estimate that up to one-third of the students who graduate from college have been transfer students.

Transfer is a responsibility of both the college from which the student transfers and the one to which he moves. All institutions in the state are involved, and most divisions and departments within institutions are affected by the transfer process.

The extent of transfer is a fact, and the educational function of transfer cannot be denied. The organization of higher education in Minnesota is based on the assumption that many students who initiate their post-secondary education at one institution will complete it at another. For purposes of convenience, curriculum, finance, and preference, students move from one institution to another. Students and their families move from one area of the state to another and, consequently, often must transfer from one institution to another. Students pursuing a curriculum at one institution may change their educational or vocational objectives, and their original institution may not provide the curriculum now preferred.

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[1] Minnesota Higher Education Coordinating Commission, *Fall 1973 Minnesota Post-Secondary Education Enrollment Survey*, (1974), pp. 242-245.

Table 1
SYSTEM TO INSTITUTION STUDENT TRANSFERS

Fall 1973

Institutions Students Transferred To:	Undergraduate Students Transferred From: Minn. State Colleges	Minn. Priv. 4-Year Colleges	Minn. 2-Year Colleges Pub.	Minn. 2-Year Colleges Priv.	Minn. 2-Year Colleges Total	Univ. of Minn.	Out of State and Foreign	TOTAL
STATE COLLEGES:								
Bemidji	14	17	151	0	151	36	45	263
Mankato	115	53	274	33	307	82	233	790
Metropolitan	4	3	20	1	21	11	2	41
Moorhead	43	33	111	5	116	25	147	364
St. Cloud (Est.)	100	50	437	48	485	105	65	805
Southwest	21	9	40	1	41	19	44	134
Winona	24	29	101	4	105	28	61	247
TOTAL	321	194	1134	92	1226	306	597	2644
UNIV. OF MINN:								
Crookston	9	0	5	0	5		6	20
Waseca	2	0	4	0	4		4	10
Mpls/St. Paul	461	473	934	24	958		848	2740
Duluth	30	44	154	0	154		65	293
Morris	14	4	34	5	39		20	77
TOTAL	516	521	1131	29	1160		943	3140
STATE COMMUNITY COLLEGES:								
Anoka-Ramsey	19	15	28	5	33	37	13	117
Austin	12	5	4	2	6	5	13	41
Brainerd	8	2	3	0	3	2	2	17

Table 1—Continued

Fall 1973

Institutions Students Transferred To:	Undergraduate Students Transferred From: Minn. State Colleges	Minn. Priv. 4-Year Colleges	Minn. 2-Year Colleges Pub.	Minn. 2-Year Colleges Priv.	Minn. 2-Year Colleges Total	Univ. of Minn.	Out of State and Foreign	TOTAL
Fergus Falls	7	4	4	0	4	0	5	20
Hibbing	7	4	15	0	15	4	10	40
Inver Hills	13	4	20	0	20	23	21	81
Itasca	6	3	6	0	6	5	5	25
Lakewood	9	15	19	1	20	25	19	88
Mesabi	0	0	3	0	3	4	4	11
Metropolitan	16	14	32	3	35	78	36	179
Normandale	24	8	26	2	28	32	38	130
N. Hennepin	12	12	28	1	29	30	27	110
Northland	4	2	1	0	1	1	6	14
Rainy River	4	1	1	0	1	1	1	8
Rochester	43	26	14	2	16	25	75	185
Vermilion	6	0	9	0	9	3	3	21
Willmar	8	6	8	0	8	3	15	40
Worthington	13	3	4	1	5	3	12	36
TOTAL	211	124	225	17	242	281	305	1163
PRIVATE FOUR-YEAR:								
Augsburg	7	27	33	17	50	11	22	117
Bethel	4	10	16	2	18	5	63	100
Carleton	1	3	0	0	0	2	28	34

Fall 1973

Table 1—Continued

Undergraduate Students Transferred From:

Institutions Students Transferred To:	Minn. State Colleges	Minn. Priv. 4-Year Colleges	Minn. 2-Year Colleges Pub.	Minn. 2-Year Colleges Priv.	Minn. 2-Year Colleges Total	Univ. of Minn.	Out of State and Foreign	TOTAL
Concordia (Moorhead)	17	7	30	7	37	4	75	140
Concordia (St. Paul)	2	4	6	7	13	1	46	66
Dr. Martin Luther	2	1	1	5	6	2	18	29
Gustavus Adolphus	3	6	18	3	21	4	25	59
Hamline	3	14	65	0	65	6	23	111
Macalester	17	9	21	3	24	2	40	92
Minneapolis College Art & Design	8	9	1	15	16	20	65	118
Minnesota Bible	2	1	2	0	2	0	11	16
North Central Bible	4	1	4	2	6	7	55	73
Northwestern	2	11	15	1	16	12	31	72
Pillsbury	1	1	1	1	2	1	26	31
St. Benedict	11	3	8	1	9	7	12	42
St. Catherine	9	14	19	4	23	28	19	93
St. John's	10	9	12	0	12	10	28	69
St. Mary's	4	3	0	4	4	1	27	39
St. Olaf	14	5	0	2	2	5	47	73
St. Paul Bible	1	2	0	8	8	1	23	35
St. Scholastica	4	2	24	1	25	26	18	75
St. Thomas	5	9	47	2	49	10	36	109
St. Teresa	13	7	5	0	5	2	30	57
TOTAL	144	158	328	85	413	167	768	1650

Table 1—Continued

Fall 1973

Undergraduate Students Transferred From:

Institutions Students Transferred To:	Minn. State Colleges	Minn. Priv. 4-Year Colleges	Minn. 2-Year Colleges Pub.	Minn. 2-Year Colleges Priv.	Minn. 2-Year Colleges Total	Univ. of Minn.	Out of State and Foreign	TOTAL
PRIVATE JR. COLLEGES:								
Bethany Lutheran	0	0	0	0	0	0	4	4
Crosier Seminary	0	1	0	0	0	1	0	2
Golden Valley Lutheran	2	0	2	0	2	1	13	18
St. Mary's	28	15	33	1	34	101	31	209
TOTAL	30	16	35	1	36	103	48	233
Total Four Year Colleges	981	873	2593	206	2799	473	2308	7434
Total Two Year Colleges	241	140	260	18	278	384	353	1396
Total Private Colleges	174	174	363	86	449	270	816	1883
Total Public Colleges	1048	839	2490	138	2628	587	1845	6947
Grand Total	1222	1013	2853	224	3077	857	2661	8830

A student may find that the courses offered, the instruction, the students, or the style of life characterizing the present institution are not appropriate for him or her and, consequently, may move to another school. Perhaps more important than these "reality" reasons underlying transfer is the student's expectation that institutions provide different experiences, and the itinerant scholar may have a wider range of experience and a broader education than many scholars who remain in one institution.

Procedurally and administratively, transfer problems would be minimized if curricula in all colleges were identical, if course content were standardized from college to college, if instructional procedures and faculty competencies were the same in all colleges, and if the same methods of course evaluation and criteria for accomplishment were used in all colleges. Such standardization within post-secondary education would make it no more difficult for a student to transfer from one college to another than it is for a French school child to move from one school to another in the highly homogeneous French educational system.

Educationally and philosophically, however, the desirable system would be one completely individualized. Curricula and courses provided by colleges would be designed to meet the needs of enrolled students. Content, instruction, and evaluation within courses would be modified in light of differences among students. Perhaps no two students in the same course would have exactly the same experiences and the same information and skill development. Thus, we would have not only differences from one college to another, but differences within a college, between courses and sections having the same designation, and perhaps, even larger differences within courses and sections.

Transfer within a statewide system characterized by standardization simply requires appropriate identification of courses and accomplishment. Transfer within a completely individualized system requires a high level of shared confidence and mutual trust and a sophisticated use of competency testing and examinations. Problems of transfer are related inevitably and necessarily to the differences in institutional missions.

Statewide Study of Transfer Policies

In the spring of 1973, the Minnesota Higher Education Coordinating Commission appointed a committee of representatives from each of the post-secondary educational systems to launch a study of the undergraduate transfer student. The committee's charge was to gather information regarding the characteristics of students who transfer, the reasons for transferring, the policies of various institutions regarding transfer students, and the problems transfer students experience when they move from one institution to another.

Members of the committee were selected so that one representative came from each post-secondary system. In addition, one institution in each system provided an additional member. To illustrate: one member represented the State College System, one came from St. Cloud State College; one represented the University of Minnesota, and one came from the University's General College.

During the sixteen months of the committee's deliberations it reviewed the literature, met with representatives from institutions, state scholarship officers, and with a group of students to learn about various aspects of transfer in Minnesota in an effort to identify targets for further investigation. Based on these preliminary investigations a comprehensive questionnaire was developed by the committee and sent to all post-secondary institutions in Minnesota. Information was obtained from each state college, each community college, each liberal arts college, each division of the University, each area vocational-technical institute and from 23 proprietary vocational schools. This information was tabulated in the spring of 1974, then reviewed by the committee, and summaries were prepared and reviewed with representatives of the various post-secondary systems. The detailed information derived from this statewide survey was provided to the Commission in the final report of the committee.

Findings of Statewide Transfer Committee

Based on the survey responses and subsequent deliberations the committee described the transfer situation in Minnesota in the final report to the Commission as follows:

- **—The purposes, missions, curricula, and organization of Minnesota post-secondary educational institutions are tremendously varied, and consequently, the policies and procedures related to transfer students show considerable variability also.**
- **—Post-secondary education in Minnesota is characterized by many student transfers from institutions, both within and between systems.**
- **—Students transferring from area vocational-technical institutes and and from private vocational institutions to two- and four-year colleges have particular problems in the transfer of credit.**
- **—Students in Minnesota have an easier time transferring between institutions than do students in many other states.**
- **—Communication related to the transfer of students among institutions is conducted in Minnesota on an informal basis, and little systematic provision is made for such communication.**
- **—Relatively little discussion within institutions is devoted to problems of transfer students.**
- **—The decisions concerning the transfer of credits related to non-traditional educational experiences are made in a variety of ways, and little study, at present, is being devoted to this.**
- **—The most frequently mentioned problems of student transfer, as reported by institutions, were related to clerical and administrative procedures which resulted in delay and frustration.**
- **—Enrollment trends and changes in the immediate future will result in institutions providing significantly more attention to problems and issues related to transfer students.**
- **—The present system or systems available to transfer students have served many of them well, and problems that have been identified are the sort that can best be resolved on a voluntary and cooperative basis.**
- **—Many students in Minnesota do transfer with no serious problem; many transfer with some resulting loss of credit, time, and effort and with considerable stress.**[2]

Proposals to Improve Student Transfer

Recognizing that transfer is occurring with increasing frequency in Minnesota institutions yet realizing that problems continue to exist, the Commission proposes the recommendations outlined below which are designed to improve student transfer among Minnesota post-secondary institutions.

1. **System offices should develop a special publication describing their policies and procedures regarding transfer into, out of, and within the institutions of the system and that this publication be updated whenever transfer policies are modified at any institutions within the system. This publication should be made available to all students interested in transferring within, into, or out of the system.**

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[2] Minnesota Statewide Transfer Study Committee, *Transfer Policies in Minnesota Post-Secondary Schools: Report to the Minnesota Higher Education Coordinating Commission,* (1974), pp. 6-7.

2. In order to minimize administrative problems which were found to be a major complication in transfer among institutions, the institutions should instruct transfer offices to assign a high priority to the mailing of transcripts to receiving institutions so that transcripts are mailed within 48 hours of the time the request was submitted by the student.

3. Transfer credits should be granted for courses where the earned grade is "D" when credit is granted for "D" grades for equivalent courses completed in the receiving institution.

4. Receiving institutions should accept an Associate in Arts degree as an equivalent to their own liberal or general education requirements.

5. Unsatisfactory grades earned several years previously should not handicap a student for either admission or graduation.

6. Each institution should designate an official to coordinate programs related to transfer students to maintain communication with other institutions, systems and statewide offices and develop a program whereby its faculty is systematically and periodically informed regarding problems related to the transfer of students into and out of that institution.

7. Institutions are encouraged to develop inter-institutional agreements regarding the admission of transfer students and the acceptance of credits for specified academic programs in order to establish procedures that will minimize credit loss that results from unique programmatic requirements existing in different programs in different institutions.

8. Each institution should provide avenues and procedures for transfer applicants to appeal administrative decisions, and information regarding the availability of appeal and review should be communicated in the systemwide transfer publication.

9. Special programs for disadvantaged and other groups should be extended to transfer students so that they might have the same advantages as any other new student entering the institution.

10. Undergraduate financial aid awarded by the institution should be made equally available to the transfer students.

11. To provide overall coordination and direction to the alleviation of existing transfer problems and to the development of consistent transfer policies among post-secondary institutions in the state, the Commission recommends that the Higher Education Advisory Council, using staff available to it through system or institutional offices, be assigned the responsibility for monitoring existing transfer policies and procedures and implementing the recommendations outlined above in order to eliminate problems that currently exist. In addition, the Higher Education Advisory Council should:

   A. Conduct a survey of transfer students to determine the reasons for transfer and the problems during and resulting from transfer;

B. Initiate and conduct a special study of issues related to transfer of credits to and from non-traditional programs and institutions, such as the Minnesota Metropolitan State College, the University of Minnesota's University Without Walls, and public and private vocational schools;

C. Initiate and conduct regional conferences, seminars, and meetings designed to facilitate transfer of students;

D. Compile a statewide index of course titles, numbers and descriptions for post-secondary education to facilitate the evaluation by one institution of courses offered by other institutions and to provide a suitable format for such descriptions;

E. Assign a designated official within each system the responsibility for coordinating transfer policies and procedures within the system, for working with institutional representatives in institutions in the system who have responsibility for transfer policies and procedures, and for working with similar officials in other systems;

F. Submit a report to the Higher Education Coordinating Commission not later than August, 1976 reviewing the progress made in the implementation of the recommendations outlined above and providing recommendations for desired changes in statewide policy for transfer. The Higher Education Advisory Council should report annually thereafter on the status of transfer in Minnesota institutions.

With this framework and with the cooperation of the Higher Education Advisory Council and the systems and institutions of post-secondary education in Minnesota, the Commission is convinced that satisfactory progress can be made toward the elimination of problems experienced by transfer students in Minnesota. The Commission therefore endorses the recommendation of the Statewide Transfer Committee that this form of voluntary cooperation will be more effective in solving transfer problems and promoting the free flow of students than will legislative action that requires transfer among institutions and systems without regard to the unique and diverse characteristics of the institutions and programs.

4. RECRUITMENT

Institutions of post-secondary education traditionally have assumed responsibility for disseminating information about the opportunities they offer to prospective students, encouraging young people and others to consider additional education, and counseling prospective students with respect to future plans. These activities have been motivated by the desire to provide service, by the commitment to make post-secondary education more accessible, by the responsibility to assist prospective students in making good decisions, and by an interest in attracting an appropriate number of students to the programs provided by the institution. The relative weight of each of these stimuli to engage in activities related to "student recruitment" has varied as the circumstances affecting an institution have varied.

Institutions attempting to adjust to a rapidly changing environment use new strategies to attract new students. In a time of slowed enrollment growth, some institutions must search for students in order to remain viable.

The situation is complicated by a broadened concept of post-secondary education under which larger numbers of post-high school institutions compete for a limited number of prospective students. Based on the new definition of post-secondary education adopted by the U. S. Office of Education, as many as 14,000 institutions — traditional and nontraditional, profit-making and nonprofit — are now recognized as deliverers of post-high school education. But as the number and nature of post-secondary institutions have changed, so has the potential clientele. Women over 25, blue-collar workers, elderly persons, retired persons, high school and college dropouts, and others for the first time are exploring post-secondary options that they may pursue on a part-time as well as a full-time basis. In response both to the changing enrollments and to the needs of a potentially more diverse and previously untapped student pool, many institutions are re-examining their missions and revising their programming to appeal to and serve a broader spectrum of students. These significant changes now occurring pose serious implications for both students who want to select an institution and for institutions seeking to recruit students.

Serious Implications for Students and Institutions

The prospective student needs accurate and relevant information about institutions available to meet his or her needs. The student wants to know about entrance requirements, costs, programs offered, degrees conferred, the quality of the faculty, financial aid available, placement services, and other facts that may affect his or her choice.

The institution needs students. Depending on how it defines its mission and goals and depending on its resources, the institution may seek students of particular ages, interests or abilities; or it may employ an open admissions policy. In the past decade, with an expanding pool of potential high school graduates available, many institutions were able to exercise considerable selectivity in their admissions procedures.

In order to make their services available and accessible, institutions have employed a variety of methods to disseminate information about themselves. Traditionally, much of the recruiting has focused on high school seniors. Recently, however, as the growth in traditional clientele has slowed and as new groups have sought post-secondary education, institutions have expanded their recruitment efforts and have experimented with new techniques to develop and reach new student markets.

Recruiting to fill existing capacity was not a major concern before. But now with enrollments stabilizing and projected to decline, post-secondary institutions have increased noticeably their use of modern promotional and advertising materials.

Increased Use of Mass Media and Marketing Methods

Many institutions, for example, have placed increased emphasis on the mass media with newspaper advertisements, television commercials and radio spots aimed at state, regional, and even national audiences. Further evidence of new and vigorous recruiting efforts appears in posters on walls and colorful billboards. Brochures and catalogs have become more graphically sophisticated. In addition, a variety of innovative ideas have been tried to attract students as well as meet their needs. Such methods as allowing students to take classes at reduced price for no credit or allowing potential students to sample a variety of lectures at minimal costs, and thus perhaps stimulate their interest in a full course, are becoming more common. Some institutions are adopting marketing techniques to identify needs and interests of potential student groups and then shaping their programs to match these interests. More and more throughout the country institutions are turning to marketing consultants who specialize in the development of recruiting campaigns.

In the competition for a limited number of prospective students, assurances are needed that institutions and their admissions officers will adhere to strong ethical standards and recruiting practices, that fraudulent and misleading advertisements will be avoided and that information provided to prospective students will be complete and accurate.

Despite a commitment to achieve the goal of making post-secondary education — whether traditional or nontraditional — realistically available and accessible to all residents of Minnesota, some concerns arise over the role of recruitment. As long as sophisticated techniques are used and the pressure to maintain and increase enrollments exists, particularly as a prerequisite for obtaining funds, the potential danger of overselling prospective students and use of unorthodox and sometimes questionable tactics to recruit remains.

Allegations of unethical recruiting practices nationally have appeared and in some cases flagrant violations of acceptable standards have been documented, especially in intercollegiate athletics. Now, some fear the temptation for overzealous recruiting may spread to other students.

During the past year in Minnesota, a few scattered reports of over-aggressive recruiting practices alleged to be occurring in the state surfaced, but no specific violations were documented.

Recommended Guidelines for Institutions

Concerned that ethical practices be followed and that the welfare of the prospective student receive primary consideration, members of the Commission and the Higher Education Advisory Council studied the issue of acceptable recruiting standards at Minnesota institutions.

As a result of these deliberations, the Commission recommends that all post-secondary institutions follow these guidelines:

1. **It is an appropriate function of institutions of post-secondary education to encourage citizens of the state to become students in order to enhance their own development and to increase their potential service.**

2. **In the exercise of that function, it is proper for institutions to disseminate broadly information about educational programs in general and institutional programs in particular and to consult with potential students personally about their needs and interests and the institution's relevant offerings.**

3. **It is appropriate to use the mass media to acquaint potential enrollees and their parents with programs available at institutions. It may be necessary to do so when other audiences than current high school students are addressed. Such dissemination should be positive and should not make unfair or unfavorable references to other systems or institutions.**

4. **It is imperative that institutions and their representatives be completely honest and accurate in assessing the adequacy of their offerings to meet the needs and interests of the student. This should include disclosure of any deficiencies that may be experienced by the student in the event of transfer or for the purposes of certification for employment.**

5. **In counseling prospective students, the welfare of the student must be the paramount consideration. Institutional representatives should be sufficiently informed about available educational options to know when programs at other institutions are better suited to the student's needs and interests, and should advise the student when this is the case.**

6. **A student who is regularly enrolled at any institution should not be considered a potential enrollee at another institution unless: a) he is completing his course of study at his present institution, b) he has formally requested information or counsel from that institution, or c) has formally notified that institution of his intention to transfer to it.**

In addition, the Commission urges all institutions to follow the Statement of Principles of Good Practice adopted by the National Association of Secondary Schools and College Admissions Officers and Minnesota Association of Secondary School Counselors and College Admissions Officers as an appropriate code of conduct for representatives of state institutions:

The high school and college admissions counselor believes in the dignity, the worth, and the potentialities of each student with whom he comes in contact. He is committed to assisting students to plan for post-secondary education. Believing that institutions of learning are ultimately only as strong as their human resources, the welfare of the individual student is the most important consideration in this counseling relationship.

Following is a statement of Principles of Good Practice for the National Association of College Admissions Counselors:

I. Admissions Promotion and Recruitment

A. College and University Members Agree:

1. Admissions counselors are professional members of their institution's staff. As profesionals, they receive remuneration on a fixed salary, rather than commission or bonus based on the number of students recruited.

2. Admissions officers are responsible for the development of publications used for promotional and recruitment activities. These publications should:
   - a. *State clearly and precisely requirements as to secondary-school preparation, admission tests, and transfer-student admission requirements.*
   - b. *Include statements concerning admissions calendar that are current and accurate.*
   - c. *Include precise information about opportunities and requirements for financial aid.*
   - d. *Describe in detail any special programs such as overseas study, early decision, early admission, credit by examination, or advanced placement.*
   - e. *Contain pictures and statements of the campus and community that are current and represent reality.*

3. Colleges and universities are responsible for all persons who may become involved in the admissions, promotional and recruitment activities (i.e., alumni, coaches, students, faculty) and for educating them about the principles outlined in this statement.

4. The admissions counselor is forthright, accurate, and comprehensive in presenting his institution to high school personnel and prospective students. The admissions counselor adheres to the following:
   - a. *State clearly the requirements, and other criteria.*
   - b. *Make clear all dates concerning application, notification, and candidate reply, for both admissions and financial aid.*
   - c. *Furnish data descriptive of currently enrolled classes.*
   - d. *Avoid invidious comparisons of institutions.*

5. The Admissions Counselor avoids unprofessional promotional tactics, such as:
   - a. *Contracting with high-school personnel for remuneration for referred students.*
   - b. *Contracting with placement services that require a fee from the institution for each student enrolled.*
   - c. *Encouraging a student's transfer if the student, himself, has not indicated transfer interest.*

B. Secondary School Personnel Agree to:

1. Provide a program of counseling which does justice to the college opportunities sought and available.
2. Encourage the student and his parents to take the initiative in learning about colleges and universities.
3. Invite college and university representatives to assist in counseling candidates about college opportunities.
4. Avoid invidious comparisons of institutions.
5. Refuse unethical or unprofessional requests (e.g., for lists of top students, lists of athletes, etc.) from college or university representatives (e.g., alumni, coaches, etc.).
6. Refuse any reward or remuneration from a college, university, or private counseling service for placement of its students.

C. College clearinghouses and matching services which provide liaison between colleges and universities and students shall be considered a positive part of the admissions process if they effectively supplement other high-school guidance activities and adhere to the Principles of Good Practice contained herein.

II. Application Procedures

A. Colleges and Universities Agree to:

1. Accept full responsibility for admissions decisions and for proper notification of those decisions to candidates and, where possible, to secondary schools.
2. Receive information about a candidate in confidence and to respect completely the confidential nature of such data.
3. Notify high-school personnel when using students on admission selection committee.

4. Not apply newly-revised requirements to the disadvantage of a candidate whose secondary-school course has been established in accordance with earlier requirements.
5. Notify the candidate as soon as possible if the candidate is clearly inadmissible.
6. Not deny admission to a candidate on the grounds that it does not have aid funds to meet the candidate's apparent financial need, foreign students excepted.
7. Not require a candidate or his school to indicate the order of the candidate's college or university preference, early decision plans excepted.
8. Permit the candidate to choose without penalty among offers of admission until he has heard from all colleges to which the candidate has applied or until the candidate's reply date.
9. Not maintain a waiting list of unreasonable length or for an unreasonable period of time.

B. Secondary School Personnel Agree to:

1. Provide an accurate, legible, and complete transcript for its candidates.
2. Describe its marking system and its method of determining rank in class.
3. Describe clearly its special curricular opportunities (e.g., honors, advanced placement courses, seminars, etc.).
4. Provide an accurate description of the candidate's personal qualities that are relevant to the admission process.
5. Report any significant change in the candidate's status or qualifications between the time of recommendation and graduation.
6. Urge the candidate to recognize and discharge his responsibilities in the admissions process.
    a. *Complying with requests for additional information in a timely manner.*
    b. *Responding to institutional deadlines on admissions and refraining from stock-piling acceptances.*
    c. *Responding to institutional deadlines on room reservations, financial aid, health records, and prescheduling where all or any of these are applicable.*
7. Not, without permission of the candidate, reveal the candidate's college preference.

III. Financial Assistance: (Where Such Assistance is Based upon Need)

A. Colleges and Universities Agree That:

1. Financial assistance consists of scholarships, grants, loans, and employment which may be offered to students singly or in various forms.
2. They should strive, through their publications and communications, to provide schools, parents, and students with factual information about its aid opportunities, programs, and practices.
3. Financial assistance from colleges and other sources should be viewed only as supplementary to the efforts of the family.
4. In determining the financial contribution of the candidate's family, they use methods which assess ability to pay in a consistent and equitable manner such as those developed by the College Scholarship Service and the American College Testing Program.
5. They should clearly state the total yearly cost of attendance and should outline for each student seeking assistance an estimate of his need.
6. They should permit the candidate to choose, without penalty, among offers of financial assistance until he has heard from all colleges to which the candidate has applied or until the candidate's reply date.
7. They should clearly state policies on renewals.
8. They should not announce publicly the amount of financial award on an individual candidate because it is a reflection of the family's financial situation.

B. Secondary School Personnel Agree to:

1. Refrain, in public announcements, from giving the amounts of financial aid received by students.
2. Advise the student who has been awarded aid by non-college sources that it is his responsibility to notify the colleges to which he applied of the type and amount of such outside assistance.
3. Provide adequate opportunity within the school for all able students to receive a special recognition for their accomplishments, thus making it unnecessary for colleges to provide such honorary recognition through their financial-assistance programs.

Finally, the Commission will seek recognition of the guidelines by institutions in other states included in interstate reciprocity agreements for which the Commission is responsible.

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PART II

IMPROVING THE BASIS FOR DECISIONS ON EMERGING PROBLEMS AND ISSUES IN POST-SECONDARY EDUCATION

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5. **Budget Review**
   Toward Stability, Improved Planning, and Better Understanding of Budgeting and Use of Funds.

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6. **Academic Planning**
   Toward More Effective Planning and Coordination of Instructional Programs.

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7. **Manpower Planning**
   Toward Assuring Responsiveness to State's and Society's Needs for Talent.

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8. **Planning for Institutions**
   Toward More Effective Planning for the Establishment and Maintenance of Post-Secondary Education Institutions.

PART II

IMPROVING THE BASIS FOR DECISIONS ON EMERGING PROBLEMS AND ISSUES IN POST-SECONDARY EDUCATION

In attempting to deal with a multitude of uncertainties about the future, such as changing economic conditions and changes in the nature and size of the post-secondary education clientele, the state has a critical need to strengthen its planning capabilities for making decisions responsively and responsibly. As the availability of post-secondary education resources is diminished and as the issues and choices become more critical, a deeper understanding of policy issues and alternatives is needed. Too, ways must be found to use existing resources more efficiently and effectively. If the state is to achieve the objective of providing access to post-secondary education to all who desire it, and if it is to facilitate positive change consistent with citizens' needs, its policy makers must have the best data and expertise possible to form the basis for their decisions.

In order to better deal with the many societal forces impinging on post-secondary education, the Legislature has in recent years given the Commission two major responsibilities to help improve budgetary planning and academic program planning.

The 1973 Minnesota Legislature passed a law asking the Commission to develop a budget review system and compatible reporting format to provide policy makers with a better basis for making program decisions by structuring financial and non-financial budgetary information in a more coherent manner. During the past biennium, the Commission, in cooperation with the systems of post-secondary education and with the Legislature and Governor, has begun the complex job of developing and implementing a budget review system that will enable it to more *effectively communicate programmatic goals and acts to the Governor and Legislature.*

The section on budget review explains the development of the process, discusses the Commission's interpretation of the law, and delineates the possible uses of the data collected as a better planning and management aid. Finally, the Commission recommends that the Legislature establish budget review as a statutory responsibility of the Commission. The Commission then outlines developmental priorities for budget review in the 1976-77 biennium.

In the section on academic planning the Commission discusses the critical pressures in the academic environment and the role of its academic planning program in dealing with them. By statute, Minnesota adopted a system of voluntary statewide coordination of academic planning in 1971. It was the first attempt to provide for a systematic and continuous process for coordinating the instructional offerings in Minnesota post-secondary education. Moreover, the legislative mandate represented the first explicit clarification or definition of the kind of coordination or planning activities envisioned for the Commission. The section reviews the critical pressures facing academic planners and institutions and it reviews developments and results in program review and statewide coordination. It emphasizes the need to improve review of new programs, to expand efforts to review existing programs, and to increase coordination at early developmental phases of program planning.

In recognition of state and societal needs for talent, the Commission has long acknowledged the need for post-secondary education planning to occur in a context that is responsive to present and future manpower needs. The coordination and planning for the production of educated manpower continues to be an important Commission function. And the Commission, like many other state agencies, has made extensive use of manpower information.

In Part II-7 the Commission points out that manpower data are being produced in different agencies for several purposes, and no central source of manpower information exists. As a result, fragmented manpower planning based [illegible] different data bases results in relatively ineffective manpower planning. To solve [illegible] problem, the Commission proposes the development of a manpower planning and information system through the cooperative efforts of several state agencies.

The Commission views planning for post-secondary education as a continuous process that must be based on a comprehensive program of research. As circumstances affecting post-secondary education change, the Commission re-evaluates its policies in order to determine whether adjustments may be necessary. In October 1973 the Commission, concerned with the potential effects of changing enrollment patterns, instructed the staff to re-examine the Commission guidelines on access in order to establish new priorities for the establishment or merging of institutions. A preliminary report was presented to the Commission in January 1974. Because of its continued interest in more effective planning for the establishment and maintenance of post-secondary institutions in times of changing enrollments, the Commission is including this report in a final section of this part.

Toward Stability, Improved Planning, and Better Understanding of Budgeting and Use of Funds

5. BUDGET REVIEW

The post-secondary education system in Minnesota is a unique and extensive public resource available to the citizens of the state. Through its complex network of instructional, research, and community service programs, Minnesotans have access to a broad range of specialized educational resources. Public post-secondary education is composed of four systems (University of Minnesota, State College System, Community College System, and the Area Vocational-Technical Institutes) with 63 campuses located throughout the state. This array of public institutions is further complemented by 51 privately controlled collegiate and vocational institutions. Together, they serve approximately 166,000 on-campus students, not including extension enrollments which may total an additional 200,000 students and account for roughly $2 billion in expenditures.

The Legislative Charge to the Commission

The Minnesota post-secondary education establishment is recognized as a system of high quality that has productively served the state and nation for many decades. Now, as the availability of resources for post-secondary education is diminished and as educational issues and choices become more critical, a deeper understanding of those policy issues and finance alternatives is necessary. To meet this need, the 1973 Minnesota State Legislature passed a law asking the Minnesota Higher Education Coordinating Commission to develop a budget review system and compatible reporting format to provide policy makers with a better basis for making major program decisions by structuring financial and non-financial budget information in a more coherent manner.

> Specifically, the law states that:
> Upon the request of the state finance officer and for the purpose of improving coordination of the state's effort in higher education, the Higher Education Coordinating Commission may:
>
> 1) Develop and implement an ongoing budgeting process and standardized reporting format which is compatible among the Univer-

sity of Minnesota, the state colleges, the state junior colleges, and public vocational-technical schools, and which includes the relating of dollars expended to program output anticipated:

2) Review budget requests, including requests for construction or acquisition of facilities, of the University of Minnesota, the state colleges, the state junior colleges, and public vocational-technical schools, for the purpose of relating present resources and higher educational programs to the state's present and long-range needs; and conduct a continuous analysis of the financing of post-secondary institutions and systems, including assessments as to the extent to which such expenditures and accomplishments are consistent with legislative intent;

3) Obtain from private post-secondary institutions receiving state funds a report on their use of those funds as specified above for public institutions.

All institutions of higher education, public and private, and all state departments and agencies are requested to cooperate with and instructed to supply such written information as may be requested by the Higher Education Coordinating Commission in order to enable it to carry out and perform its duties. The Commission shall include its budgetary recommendations for the University of Minnesota, the state colleges, the state junior colleges, public vocational-technical schools, and private post-secondary institutions in reports to the Governor and the Legislature no later than November 15, 1974.[1]

The budget review law stipulates that the reporting format for post-secondary education be compatible for all systems. In order to meet this requirement, it was necessary to develop a program classification structure into which each system fit its program for reporting purposes. While there is a great deal of similarity between the functions of each institution of post-secondary education, real organizational and operational differences do exist which complicate the implementation of a statewide compatible program structure. Consequently, the Commission had to carefully define the programs and subprograms to enable each reporting unit to crosswalk its programs into the compatible state model. As a result, while the activities contained in each program category are broadly comparable, important differences do exist in the goals, procedures, and outcomes of the different systems and institutions.

Interpretation of Budget Review Law

The Commission's interpretation of the budget review responsibility, in this early stage of development, is based on recognition of the fact that such a broad and complex task must be carefully and gradually implemented. Consequently, budget review will initially focus on procedural aspects of the budget process, such as smoothing time schedules and clarifying the roles and relationships among the participants in the budget cycle. During this phase of the project, the Commission will function in an instructional capacity to those outside of the post-secondary educational systems by attempting to improve their understanding of educational programs and unique budget characteristics, comment on the relationships between budgetary inputs and educational outputs, and identify broad policy issues which affect expenditures and the educational program of the state. As a result of this process, the Commission will begin to develop analytical methodologies and information systems for post-secondary education budgeting at the state level.

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[1] *Laws of Minnesota, 1973* Chapter 768, Section 14, Subdivision 9.

Through the creation of a more rationalized budget process for post-secondary education, the Commission intends to more effectively communicate post-secondary education programmatic goals and activities to the Governor and Legislature. It is not the intention of the Commission through its participation in the budgetary process to replace, modify, or substitute for the existing budgetary roles and responsibilities that reside in the post-secondary educational systems, the Legislature, or the executive branch. Rather, the Commission seeks to improve budget decision-making by working cooperatively with the post-secondary educational systems, the Legislature, and the Governor.

It is clear that post-secondary education, nationally, has passed from a period of growth and prosperity into an environment of radically different circumstances and new challenges. Statewide on-campus enrollments have stabilized, and some systems and institutions have declined. Post-secondary education is a victim of inflation, which has drastically raised operating costs without a corresponding increase in income. In some institutions budgetary retrenchment has forced faculty and staff reduction. Paradoxically, these cuts are occurring at a time when the state and the nation should not be reducing those programs which foster personal development and future economic productivity. The more effective and efficient use of available resources is essential if constructive outcomes are to result from the present situation.

A Planning and Management Aid

The Minnesota Legislature and the Governor have consistently expressed a strong interest in the improvement of planning and management techniques in post-secondary education to achieve a more efficient and effective utilization of limited resources. The Commission's budget review responsibility is an outgrowth of that interest. As developed by the Commission, in conjunction with the public and private post-secondary education systems, the program budget review system is a planning and management process which restructures traditional line-item budgets into categories representative of the activities that are conducted by an educational unit. As such, it attempts to provide a structure for organizing information about the relationship between budgetary resources and educational services.

The program budget structure for post-secondary education developed by the Commission provides some areas of general comparability for all systems and has a range of uses at the system and institutional level. The three basic management activities which will be supported by program budgeting are:

(1) **Resource Acquisition.** Wherever one or more units must justify resource requirements and compete with similar units for limited resources, comparable data should be used.

(2) **Resource Allocation.** Analysis of comparable data is a time-tested method for evaluating alternative programs, operating styles, and resource requirements and thus, for establishing allocation strategies. It can also be used to enhance efficient and effective use of resources.

(3) **Planning and Management.** The process of collecting, aggregating, and analyzing institutional data for reporting purposes will promote a better understanding of institutional character requirements. And, it is an essential aid in planning, evaluating, and managing programs at any level in order to achieve desired results.

In the budget review process, compatible and comparable budgetary information can be used in several ways. Activities and programs within or between institutions can be compared over a period of time in terms of resource consumption and unit costs within the framework of the accomplishment of stated goals. The major benefits of comparative analysis come from determining why differences exist. For comparative analysis to be reliable, full consideration must be given to the reasons for differences in data.

The budget review process developed by the Commission will provide for the first time compatible and comparable budgetary information for all post-secondary systems that relates programmatic investments to the outputs of the educational program. Moreover, it will be possible to examine the total investment made by the state in post-secondary education by system, campus, and educational activity. During the initial year of the MHECC program budgeting effort, the Commission has not yet achieved a process of current assistance to system management. With continued effort, a program budgeting process will be provided which should enable decision-makers to achieve a more consistent, less fragmented, input to educational policy-making. This process will provide an opportunity for the identification of the budgetary consequences of post-secondary education decisions.

> **In order to achieve continued improvements in the post-secondary education budgetary and planning process, the Commission recommends that the Legislature establish budget review as a statutory responsibility of the Higher Education Coordinating Commission as it is currently defined in the 1973 Laws of Minnesota; Chapter 768, Section 14, Subdivision 9**

Developmental Priorities For Budget Review

The Commission will seek clarification of legislative intent and further clarification of the relationship of MHECC budgeting activities to those of other state agencies. With this responsibility, the Commission will direct its efforts toward the following developmental priorities for budget review during the 1976-77 biennium:

1. **Refine Program Classification Structure.** The Commission recognizes that organizational and mission differences in the post-secondary systems in Minnesota require a classification structure that accommodates those differences and allows the most accurate representation of system and institutional goals and activities.

   > **Accordingly, it is recommended that the program classification structure (taxonomy and reporting format) be modified, by consultation and participation with system and institutional representatives, to reflect system differences in organization and operation and to provide a consistent means of identifying and organizing the activities of post-secondary education in a program oriented manner.**

2. **Development of Programmatic Reporting.** The Commission is aware that redundant system budgetary reports are now required and that different budgetary reporting formats are presented to the Legislature by each post-secondary system.

   > **To achieve uniform and comparable budget information for legislative appropriations requests it is recommended that the Commission work with the systems to develop its report format for the 1977 Legislature.**

   The Commission recognizes that additional system budgetary and financial reports will be presented to the Legislature. The Commission will continually strive to reduce reporting requirements that are redundant and cast additional documentation in a format that promotes understanding.

3. **Mission and Need Statements.** Meaningful gubernatorial and legislative review of the post-secondary education budget requests requires a clear statement of each system's mission and objectives. The analysis of educa-

tional objectives and needs is the most important aspect of the program budgeting process.

> **It is recommended, therefore, that the post-secondary education systems develop mission statements that specify programmatic responsibilities in the primary functional areas of instruction, research, and public service.**

4. **Physical Facilities and Space Planning.** Changing enrollment patterns and rising costs complicate decisions for capital construction and major renovation so that educational program objectives may be translated into physical facility requirements.

> **It is recommended that consistent with the 1973 legislation, the Commission work with the systems to generate as an output of its budget review responsibility, a logical space planning system for the calculation of physical facilities which would facilitate recommendations for the post-secondary education institutions in the state.**

5. **Establish Coordinated Time Schedules.** There are currently different time schedules established by each system and the concerned state agencies.

> **It is recommended that the Commission work with the appropriate state agencies and the post-secondary systems to develop a uniform time schedule for the preparation of budgetary information that is coordinated with gubernatorial and legislative requirements.**

6. **System Costs for Program Budgeting.** The Commission realizes that the implementation of program budgeting will add significantly to the workload of the post-secondary systems.

> **Accordingly, it is recommended that the Commission assist the systems in determining the additional staff and management capabilities and other costs associated with developing and implementing a program budget system.**

7. **Cost Analysis Studies.** Cost analysis studies (unit cost) in post-secondary education have received an increasing amount of attention in recent years as a legitimate technique for determining the full cost of resources used in the process of achieving educational objectives. As mentioned above, the use of comparable cost data for evaluating educational program efficiency and effectiveness is a difficult and somewhat controversial technique. Nonetheless, we must begin to evaluate educational programs in terms of their costs. The development of a standard set of data elements and a cost analysis methodology that remains cognizant of fundamental system differences would serve to (1) improve internal management capabilities, (2) contribute to inter-institutional data comparisons and (3) enable the legislative body and its committees to better evaluate alternative funding decisions.

> **It is recommended, therefore, that the Commission develop a standard set of principles and procedures using standard data elements and aggregation methodologies to present direct and indirect costs associated with primary and support educational activities.**

8. **Review Formula Budgeting.** During the last five years, enrollments have stabilized in some cases and the rate of inflation has increased dramatically. With the advent of program-budgeting and cost analysis studies, it has

become increasingly clear that many costs are based on programmatic characteristics rather than enrollments.

> **Consequently, it is recommended that as a part of the budget coordination process, the staff of the Commission evaluate the present method used to appropriate funds for the post-secondary education systems and recommend changes in that procedure which account for the differential impact of enrollments and program activities on budgetary costs.**

6. ACADEMIC PLANNING

By statute Minnesota adopted a system of voluntary statewide coordination of academic planning in 1971, following a trial year of program review and process development.[1]

In 1973, the Commission described the intervening progress and a program for attacking the unfinished business.[2]

Meanwhile, the academic environment changed from a relatively steady-state of gradual expansion to a volatile situation marked by critical pressures; in short, decreasing resources coupled with increasing demands for knowledge production, for development of new competencies in new careers, and for accountability. As a consequence, the ivory-tower academic environment has been invaded by critical economic and social pressures affecting the directions of Minnesota's development.

The Commission has reviewed these critical pressures and its basic program in academic planning. It finds the program well designed to continue to confront critical points in the changing academic-social partnership for development. Accordingly, the imperative needs for the coming biennium are:

(1) to improve further the review of new programs,

(2) to expand efforts to review existing programs, and

(3) to encourage increased coordination at the early developmental phases of program planning both in institutions and in pivotal program areas such as health, human services, agriculture, teacher preparation and preparation for government service.

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[1] *Minnesota Statutes 1971*, Section 136A.04(d).
[2] Minnesota Higher Education Coordinating Commission, *Responding to Change: Report to the 1973 Minnesota Legislature*, (1973), pp. 112-139.

The Critical Pressures

The Commission is acutely aware of critical program issues that are more than transitory. Academic planners and post-secondary institutions, it believes, are increasingly anxious about these pressures.

1. Sharing the student pool: Population projections lead educators to one unavoidable conclusion about future enrollments of the new high school graduate sector: they must decline, in this decade, indeed by 50 per cent in some regions of Minnesota. Without coordination in providing program services, internecine competition is suicide to a responsive, quality-effective post-secondary system.

While new clienteles may exist among the traditionally unschooled, and indeed must if vital development is to occur, they have not been carefully measured or identified. The sense persists, however, that these clienteles are not limitless. More important, they do not exist for exploitation but deserve careful programming consistent with identified needs of individuals, regions, and state development.

2. Sharing the program pool: In order to have the critical mass necessary for a viable post-secondary unit, each institution designs a compatible program array. No unit can deliver all programs. It studies its probable resources, its clienteles and their needs, the needs of a geographic area, the thrust of neighboring institutions, and develops a feasible mission and pertinent curricula.

Even with this experience, academic planners in Minnesota are increasingly aware of the new pressures for change and development. (a) Enrollment declines and obsolescence of knowledge create diminishing programs which must be supplemented or, harder still, maintained in a shrinking world when a program is integral to the critical mass. (b) There are pin-point areas where programs expand because of increased interest or new needs. To identify specific interests and needs, to design novel programs in uncharted areas, to assign priorities, and to redirect resources together imply acute planning skills and academic venturesomeness. (c) The knowledge explosion and meeting new social and technological needs often require redesign of existing programs. (d) This is particularly true where levels of competencies, though differentiated, are related, leading to ladder-programming among institutions. (e) In specific instances, the state's need for new or redesigned programs is limited to one or two programs. Where should they be located? Which institutions should share resources and appropriate levels? (f) The expanding repertoire of delivery technologies and learning techniques creates a dynamic program environment and enables institutions to impact one another and one another's clienteles in new ways and across barriers of distance.

In short, programming is one of the most exciting areas of post-secondary education and stimulates even greater need for cooperation and coordination.

3. Sharing the dollar pool: Even more volatile is the unpredictable ebb and swell of the dollar flow from multiple sources affecting private as well as public institutions.

Academic programs account for 70 to 85 per cent of post-secondary expenditures estimated to be over a billion dollars during the 1975 biennium. Half will arise from state appropriations and an equal amount from federal and private sources. While one source diminishes, another swells, often targeted to specific program areas or populations, never quite enough to satisfy every institutional aspiration. It becomes necessary to package resources in imaginative arrays to continue to meet flexible educational needs.

4. Sharing accountability: External pressures, for instance from the federal government in establishing post-secondary commissions, peer review, regional councils and credentialing mechanisms, create demands for careful planning coupled with state-level sign-off.

Revenue-sharing and other alterations in the volatile world of changing dollar flow demand flexible but official response to accountability sign-off. Decisions can be made closer to home but must be defensible.

New and existing programs require constant rejustification to accede to specifications set by funding and planning agencies. In the end these specifications imply proof of coordination, of cooperative planning, of efficient economical response to identified needs, of effective choices from alternative proposals, and of approvals by appropriate decision makers. The post-secondary institution can no longer be accountable alone.

5. Sharing the planning: Wasted resources result from duplicative development not only at the points of planning initiative but also at the points of arbitration among competing proposals. The scarcity of all resources and especially of development funds makes academic planners increasingly aware of the need for early collaboration, unified proposals, and agreement to distribute programs equitably.

6. Sharing the expertise: Finally, the dynamic environment and complexity of academic planning exceed the capacities of individual curriculum designers. They must talk to one another. No single institution speaks for the state. The single program is inevitably linked to other programs which prepare for it or for which it is prepared. The new vocational program at the first-year level often encumbers more resources at the graduate level. A program in one field, such as health, often imposes demands on other fields such as social service.

By the same token programming in the state's educational institutions, as in human services, impinges on the state's delivery systems like hospitals or welfare agencies. Increasingly, academic planners engage decision makers in local/regional/state agencies.

This affects not only how services are delivered but also by whom. To ignore program fit would waste scarce state resources. That is, to the greatest extent possible, graduates of academic programs should possess needed competencies without additional training. Only dialogue between academics and practitioners prevents irrelevant program fit.

The Critical Points

Coordination in academic planning remains, therefore, one of the Commission's most important contributions. The critical pressures underscore the need to improve review of new programs, to expand efforts to review existing programs, and to increase its ventures into encouraging coordination in the developmental phases of program planning.

The Commission can report that, at the state level and increasingly at sub-state levels, it has developed the responsive review process that can deliver to the Legislature and other agencies competent plans, objectives and useful information, and accepted policy guidelines.

The Commission stands in a unique position to do so, not enjoyed by the single institution, system, or agency. The scope of program review provides a broad and comprehensive process permitting evaluation of benefits accruing from both state and non-state flow of dollars for both public and private institutions. It includes new and existing programs, program development, deceleration, increase and drops; programs at all levels including technical and occupational; programs in private institutions including proprietary; programs delivered in any mode including traditional and nontraditional; programs and plans, proposals and priorities; and programs in every delivery system including hospitals, state and federal agencies, and industry.

Statewide coordination emphasizes a process that is at once reiterable, continuing, and cumulative. The active participation of the broad post-secondary community and related agencies produces collective agreement on both general and specific directions for program planning in disciplines, in geographic applications, in career opportunities for citizens, and in development of the Minnesota, indeed the national social structure.

While the appropriate Commission action is a recommendation, its force derives from collective participation, from use of the best available data, from objectivity introduced into the Commission review and from endorsement at the highest level of state government. It attests to the quality of the planning process, to accountability, and consequently to wisdom in the use of resources.

Coordination now affects over 200 producers of post-secondary programs, including all public and private systems, the vocational-technical institute system, proprietary schools, hospitals, and many public and private agencies.

During four years, reviews and evaluations have resulted in formal Commission action on over 900 programs, 11 new institutions and 250 informational documents. The staff maintains a current inventory of all post-secondary programs. Structures and processes have been tested for review and policy development related to existing programs by application of planning models to nursing education, human services education, agriculture education, non-traditional studies and health education.

In its early history, program review was often supported for its negative aspects, that is, control of unwarranted proliferation in a growth economy marked by increasing enrollments. In July 1974, the Commission staff reported to a joint legislative subcommittee illustrative displays indicating that the restrictive aspect of program review altered developments which, if implemented as initially proposed, would utilize resources in an aggregate amount of more than $3 million annually. The direct state expenditure for Commission professional staff to achieve this was about one-tenth of one per cent of the savings.[8]

By comparison, however, this savings represents less than 2 per cent of only the state appropriation for public post-secondary academic programs in Minnesota.

The positive use of the process for certifying the wisdom of spending the remaining 98 per cent is obviously of much more importance, an importance underscored by the additional scope of non-public education and of non-state dollars.

The Commission can also report that it has been successful, as planned in the 1973 biennial report, in developing voluntary mechanisms for coordination, in involving a broad range of related agencies, and in acquiring additional external funding to support its activities in specific areas.

One example of such progress is the Commission's development, in equal collaboration with Comprehensive Health Planning of the State Planning Agency and with the Health Manpower Division of the State Board of Health, of an interagency network to address at all levels the data and policies related simultaneously to the production and utilization of health manpower with support from a federal contract of almost $130,000.

The Northlands Regional Medical Program, Inc. (NRMP) provided both a $10,000 grant to capture the data and processes presently used in health manpower planning, and a $95,000 grant to introduce the decision-making model for regional health education consortia.

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[8] Minnesota Higher Education Coordinating Commission, Testimony for the Senate-House Joint Subcommittee on Post-Secondary Education Planning and Coordination of the Minnesota Legislature: *Post-Secondary Academic Program Review in Minnesota: Four Years in Minnesota*, (July 19, 1974)

In July of 1973, the Commission endorsed policies for nursing education that emerged from an NRMP-supported Commission study and a representative Advisory Committee on Nursing Education.[4] The Commission re-activated this committee in August 1974 to review the previous policies and to pursue additional studies recommended by the earlier effort.

A preliminary study of Social Work and Related Human Services Education showed the need for defining specific areas of attention, for design of innovative programs to meet changing needs in human services, and for policies encouraging faculties to redesign programs adapted to these needs.[5] Several overtures have been made to inaugurate decision-making networks in specific areas such as aging, early childhood, community corrections, rehabilitation, and chemical dependency.

As a final example, the Commission endorsed staff involvement in establishing and implementing the Minnesota Coordinating Council for Education in Agriculture. It has reviewed activities related to disseminating information about critical needs in agriculture, to policies for coordination of programs at various levels in different types of institutions, and to study manpower needs and new careers in agriculture.

In summary, the Commission believes that its academic planning program is designed to confront critical pressures with coordination interventions at the critical points: voluntary participation on a universal scope, coordination of information and policy among governing boards, sharing of pertinent data and studies, involvement of appropriate advisory structures, use of pertinent sources for planning initiatives, and networking through linkages among systems, and between them and related agencies both geographically and by discipline.

The Outlook, 1975-1977

Education is not an isolated force in society. Its effect is contingent on, and in turn affects all other causes of development.

The Commission is aware of its expanding role in resolving educational questions to allow larger issues to be resolved. It believes the post-secondary community increasingly articulates the same awareness, searches for practical means to respond realistically, and accepts enabling mechanisms to do so.

The investment pay-off, therefore, is not primarily the preservation of educational systems but the strength of the society and its members, which may then imply preservation or perhaps renovation of educational systems.

The process of statewide academic and program review has gained increasing acceptance. The Commission previously supported conceptualization of the models which make it work and endorsed use of state and federal resources to put the models into operation in some areas at some levels of decision-making.

Continuing development of the process to the level of effectiveness necessary for addressing the critical issues surrounding academic program planning will require expanded effort and state support. The Commission can be expected to continue support of staff proposals to qualify the Commission and other agencies to receive these funds. But they are neither certain nor lasting. When the structures that they purchase for collecting information, for communication, and for decision-making have been established, maintenance becomes a state responsibility.

The most critical needs for improving review of new programs involve expanding two data bases. First, needs assessment requires occupational and manpower data. Basic data sets have been identified and compatible cross-over codes developed. These need to be adapted for machine processing. Preliminary work has been done in several fields, often in collaboration with other agencies or through use of external funding. Commission efforts to encourage collaboration in applications for funding, if further successful, will advance these efforts and allow addition of other fields. When ultimately routinized, however, state support for interagency efforts will be necessary, and is needed now for equipment and dissemination of information.

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[4] Minnesota Higher Education Coordinating Commission, *Planning Report 11: Planning for Nursing Education in Minnesota* (1973).

[5] Minnesota Higher Education Coordinating Commission, *Social Work and Related Human Services Education*, (1973).

Second, there needs to be expansion of the program descriptors used for the post-secondary inventory, to include such information as outcomes, specific clientele, and quantitative outputs. The descriptors have been identified for the post-secondary community which now awaits discussion of the data collection format for institutional as well as coordination purposes. Once agreement is achieved, the process of routine collection will proceed, creating a permanent data base.

The two data efforts will also support expanding review of existing programs. Several of the fields already addressed — nursing, health and human services — require further attention in depth and state support to complement external funding used so far. In addition, other fields need attention because of declining, fresh, or altered needs such as government service, teacher education, law, emergency medical service, and certain areas in continuing education.

The inventory and data-base represent the information needed by decision-makers and academic planners. For these, more staff effort is required to assist in developing the regional/state advisory structures and processes which will produce acceptable policy recommendations related to planning for existing programs. To a great extent, external funding has so far supported these efforts.

Together, the data efforts and development of local/regional/state advisory linkages permit sharing of academic planning at the early developmental phases; that is, long before plans, perhaps competing proposals, arrive encrusted at the state level.

There is need to build downward and outward from state levels to establish planning networks close to the base of operations conducted by participating institutions and related agencies, whether regional, state, or federal. As now being done in health and agriculture, the Commission will create participatory mechanisms in several broad fields to stimulate needed program development with a minimum of staff involvement. The developmental committees in these areas will provide academic planning technical assistance, identify needs, convene planners, monitor progress, evaluate design and sharing of programs, and prepare recommendations for state-level decision-makers.

Again, external resources have borne the major burden of support during creation of these mechanisms. Once routinized, it is anticipated that maintenance can be achieved with an economic investment.

In short, the post-secondary community will be assisted in planning which confronts the critical pressures to share while being flexible and responsive to needs, to collaborate among educational institutions and with related agencies while scrutinizing both new and existing programs, and to develop program proposals and policies while reflecting state guidelines and accountability requirements.

The Commission recommends that the 1975 Legislature provide sufficient funds, as requested in the Commission's budget request, to provide for the continuing development of the academic planning and program review process as necessary for effective attention to decision-making in the context of the critical issues identified above.

7. MANPOWER PLANNING

Faced with problems of what courses or programs should be offered, educational planners are confronted with a variety of complex and diverse purposes to be served. Some of the purposes relate to the needs of the state and society, while others are aimed at the needs of individual students.

The relative emphasis to be placed on the different purposes of post-secondary education is particularly relevant in regard to considerations of manpower planning and policy. In a technological society experiencing increasingly rapid change the temptation on the one hand is to focus exclusively on those programs that are directed toward fulfillment of specific manpower needs and on the other hand to provide general education programs that will enable graduates to adapt to the inevitable changes they will confront in their environmental and job circumstances. While the Commission recognizes that the purposes of post-secondary education are broader than specific job or occupation training, coordination of and planning for the production of educated manpower needed for the functioning and improvement of society is unavoidably an important function of a statewide post-secondary education commission. Consideration of manpower needs cannot be ignored. The development and review of academic programs and the overall plan for the development of post-secondary education must occur within a context that is responsive to present and projected manpower needs both to assure that necessary programs are developed and that the program objectives are related to the job skills required in different occupations.

Commission Involvement in Manpower Information Projects

Within this context, the coordination and planning of the production of educated manpower has been and continues to be an important function of the Commission. Beginning with *Proposal For Progress,* the Commission outlined the factors affecting the production of manpower in Minnesota. Pointing to the increase of young people as a proportion of the total population and the labor force and pointing to the fact that those occupations that would provide the most opportunities for employment between 1960 and 1975 were the occupations that would require some post-secondary education training, the Commission recommended the initiation of the review of post-secondary education programs to improve the efficiency with which post-secondary education responded to the emerging manpower needs.[1]

The Commission has subsequently implemented its program review responsibility and in the process has made extensive use of that manpower information that was available or that could be generated. In addition, the Commission has been involved in many other projects that have used or generated manpower information. Examples of these efforts are reflected in the following reports and publications:

(1) *Inventories of Minnesota Post-Secondary Instructional Programs* which provides a list of post-secondary instructional programs offered by Minnesota colleges, universities and area vocational-technical institutes; (Minnesota Higher Education Coordinating Commission, April 1972)

(2) *Nursing Education in Minnesota,* an effort to design and test a statewide planning process that can produce and continually review and evaluate an effective and broadly acceptable comprehensive, coordinated plan for the development of nursing education in Minnesota. This effort involved an advisory committee on nursing education which has the support of representatives from the total nursing community; (Minnesota Higher Education Coordinating Commission, Planning Report 11, May 1973)

(3) *Post-Secondary Education Needs, Alternatives and Impact Study, Planning Regions Nine and Ten (Southcentral and Southeastern Minnesota),* the result of a legislative request for a study of the need for additional institutions of post-secondary education; (Minnesota Higher Education Coordinating Commission, October, 1972)

(4) *Social Work and Related Human Services Education,* examined the interrelationships of human service educational programs to the human service manpower needs and the delivery systems in the state and revealed new kinds of information in a field that is altering direction and emphasis;

(5) *A Manual of Current Health Planning Procedures,* which was done under the auspices of Northlands Regional Medical Program Inc. and represents a compilation and analysis of present planning procedures used by educational institutions (including hospitals and proprietary schools) for the purpose of developing guidelines and planning policies in the health field.

These projects have contributed models and methodologies that can be used to determine manpower and student needs for programs, as well as the design capacity of institutions.

The Minnesota Higher Education Coordinating Commission has more recently been awarded two contracts for Fiscal Year 1975 related to the development of health education planning. A contract from HEW under the Health Manpower Education Initiative Act (HMEIA) for almost $130,000 will be used to develop a comprehensive, coordinated health manpower planning network for the state. The project will be conducted jointly by the Comprehensive Health Planning

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[1] Minnesota Higher Education Coordinating Commission, *Proposal for Progress: Guidelines for State Policy and Comprehensive Planning of Post-Secondary Education,* (1969), pp. 58-66 and pp. 68-72.

Agency, the State Department of Health and the MHECC. The Coordinating Commission also has received a federal grant, through the Northlands Regional Medical Program, of more than $95,000 for a project to develop statewide planning policy recommendations for further coordination of health education programs.

Other Agencies' Involvement in Manpower Information Projects

Other agencies have a genuine interest in education and have expended efforts toward the improvement of educational opportunities and information. The Minnesota Department of Employment Services, (DES) for example, stated in *Minnesota Employment Projections 1960 - 1980*, (March 1974) that the purpose for this publication was: "To assist educators and career counselors in formulating study programs in accordance with anticipated major trends . . . in employment opportunities." The DES forecasts occupational employment opportunities - projections which represent probability estimates regarding job opportunities. Its latest publication involves projections for 130 occupations at both the state level and the five-county metropolitan area. This agency is expanding the number of occupations for which such detailed information will be available.

Examples of studies conducted by other agencies include:

(1) An inventory of sources of post-secondary occupational education programs in Minnesota including those available through AVTIs, private vocational schools, skill centers, and apprenticeship programs;

(2) *Average Annual Occupational Demand in Minnesota for the Period 1971 - 1980*, published by the Research Coordinating Unit for Vocational Education of the University of Minnesota, which supplies a partial estimate of the average annual number of unfilled positions expected in several occupations; (University of Minnesota, June 1974)

(3) Follow-up studies of post-secondary graduates have been conducted by several post-secondary institutions;

(4) Surveys to determine the vocational education desires of people have been conducted in Steele County, South St. Paul, and Minneapolis;

(5) Curriculum development projects are underway in several institutions that use a task analysis approach to determine the educational requirements of an occupation.

Sources of manpower information at the national level include publications of the National Bureau of Labor Statistics *Occupational Outlook Handbook* and *Occupational Outlook Quarterly* which describe and forecast employment prospects for numerous occupations.

Several sources, then, provide information regarding career choice and education related to programs available, occupational opportunities in Minnesota, and the post-graduation activities of enrollees. An attempt is also underway through the cooperative efforts of the Governor's Manpower Office, the State Planning Agency, the Department of Employment Services, the Department of Education, and the Higher Education Coordinating Commission to obtain federal funding for the development of an occupational information system which would be an important ingredient of a state manpower planning and information system. In addition, coordination mechanisms that assist program delivery (including the program review process of MHECC and several interagency task forces and councils which meet regularly to discuss educational issues) are in operation. It is also apparent that methodologies exist to determine program output and capacity at various educational institutions, as well as the needs of individuals and industries for specific educational programs.

Development of a Manpower Planning and Information System

Unfortunately, manpower data are being generated in different agencies to serve a variety of purposes, and no central source of manpower information exists. Fragmented manpower planning based on different data bases results in inefficient production of manpower information and relatively ineffective manpower planning. The Commission, therefore, continues to be severely handicapped by the lack of manpower information and, for the most part, has been forced to develop its own data for the specific problems being investigated. Similarly, because postsecondary education institutions and other state agencies require manpower information for the execution of their responsibilities, they are experiencing similar problems and inefficiencies.

The development and implementation of a manpower planning and information system will require:

(1) Cooperation and coordination between and among agencies of the state, educational institutions, and businesses and industries in developing a central clearinghouse of information.

(2) Leadership and expertise to develop formats for reporting the data necessary for consumers and producers of educated manpower.

(3) Resources to collect, continuously update, and systematically disseminate the data to those using it including high school counselors, program planners at institutions and systems, minority and disadvantaged groups, elementary and secondary teachers, and students in general.

In recognition of the inadequate manpower data available in the state and the fragmented manpower planning that occurs within the state, the Commission recommends that the 1975 Legislature appropriate $450,000 to establish an Interagency Manpower Planning and Information system to be governed by a board consisting of the chief executive officers of those agencies that use and produce manpower information in their planning efforts. Membership on the board would include but not be limited to the Department of Employment Services, Minnesota Higher Education Coordinating Commission, Department of Education, Department of Labor and Industry and the Department of Economic Development.

The Commission is actively involved in manpower planning as it executes its day to day responsibilities. Although it has gained considerable experience and made significant progress in addressing manpower needs, the Commission continues to suffer from the lack of well developed and generally available manpower information.

In the absence of positive action on the above recommendation, the Commission recommends that it be provided an appropriation of $100,000 to develop relevant manpower information that will enable it to improve its planning process and deal effectively with pressing problems confronting the state.

Toward More Effective Planning for the Establishment and Maintenance of Post-Secondary Education Institutions

8. PLANNING FOR INSTITUTIONS

At the October 1973 meeting of the Higher Education Coordinating Commission the staff was instructed to re-examine the guidelines on access in light of changing enrollment patterns in order to establish new priorities for the establishment or merging of institutions. A preliminary report was presented to the Commission at the January 1974 meeting. Responding to the Commission directive, this report identified previous recommendations related to providing access to post-secondary education, examined recent enrollment trends and prospects in institutions of post-secondary education, and discussed factors related to consolidating or merging institutions of post-secondary education. Because of continued concern over the number and location of Minnesota post-secondary institutions, the Commission included this report in *Making the Transition* to identify alternative planning questions and issues that must be confronted as the state assesses the continued need and potential use of new and existing institutions.

Access to Post-Secondary Education

In one of its earliest publications, *A Philosophy for Minnesota Higher Education,* the Commission recognized the importance of providing access to post-secondary education. Pointing to the fundamental role of human talent in the progress of Minnesota, the Commission recommended "that developing human resources must be assigned first priority in any realistic effort to provide for future economic, social and cultural growth of Minnesota. . . . Moreover, recognizing the value of personnel with advanced education and a liability to the state of the unskilled, every high school graduate who has reasonable capacity to profit from further education should be actively encouraged to enter an appropriate program of post-secondary education, and every effort should be made to remove barriers to post-scondary education."[1] From this basic premise the Commission has recommended several programs or policies to encourage geographic and financial access to post-secondary education. Thus, in 1969 the Commission recommended that

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[1] Minnesota Higher Education Coordinating Commission, *A Philosophy for Minnesota Higher Education* (1968), pp. 7-8.

"It should be the policy of the state to make state-supported instructional programs in all areas of study and in all levels of instruction as geographically accessible to all residents of Minnesota as is consistent with (1) maintenance of high quality, (2) economy of effort, and (3) the judicious use of resources to meet total needs for post-secondary education."[2] The progress the state has made in achieving this objective is demonstrated in Charts 1 through 6 which show the distribution of post-secondary institutions in Minnesota. Chart 1 indicates that all regions have a minimum of 2 public institutions and 8 of the regions have 4 or more public institutions. When both public and private institutions are included, it can be observed in Chart 6 that post-secondary institutions are well distributed throughout the state with the number of institutions varying from 2 in Region 2 to 35 in Region 11.

More recently, the Commission has recommended alternative mechanisms for providing geographic access to post-secondary education. Thus, in 1973 the Commission recommended the establishment of three regional centers designed to develop through the coordination of educational offerings existing within the regions new and innovative programs to meet the needs of the residents in the planning regions. Because the Wadena, Rochester and Iron Range Centers are just beginning, it is premature to provide a detailed description of the educational programs that will be established in each of these centers. It is highly probable, however, that the programs will vary considerably within each of the centers in recognition of the differences in educational programs and opportunities already available within each of the regions and the consequent differences in needed new programs.

To enable financial access to post-secondary education, the Commission has recommended a variety of programs. The state scholarship program was established in 1967 followed by the establishment of the state grant-in-aid program in 1969. Both of these programs have been expanded, at the recommendation of the Commission, in successive bienniums, and in 1971, the programs were modified to encourage broader access to post-secondary education by picking students at vocational schools eligible for the programs and by altering the awarding formula to make the program more responsive to total student financial need. To further encourage access to post-secondary education, the Commission in 1973 recommended the establishment of a state student loan program and a slight redistribution in the state subsidy to post-secondary education to provide substantially more resources to students with financial need.

Enrollment in Post-Secondary Education

Minnesota, like the rest of the nation, experienced rapid increases in post-secondary enrollment during the 1960's. In 1970, however, this enrollment growth began to slow, and in 1972, for the first time in 20 years post-secondary education enrollments did not increase. Of greater significance is the outlook for post-secondary enrollments in the years ahead if students continue to come primarily from the pool of immediate high school graduates.

The enrollment declines experienced by elementary schools in recent years will inevitably result in fewer high school graduates in the future. This is demonstrated in Table 1 which compares the estimated high school graduates in 1973 to the estimated number of high school graduates in 1989 for each region of the state. Assuming the rate of participation in post-secondary education for two-year and four-year institutions in 1973, the table also indicates that the number of clients for two-year and four-year institutions from the pool of high school graduates is likely to decline by 1989 in every region of the state except Region 11. This in large part explains why projections of institutional enrollments show declines at many institutions after 1980.

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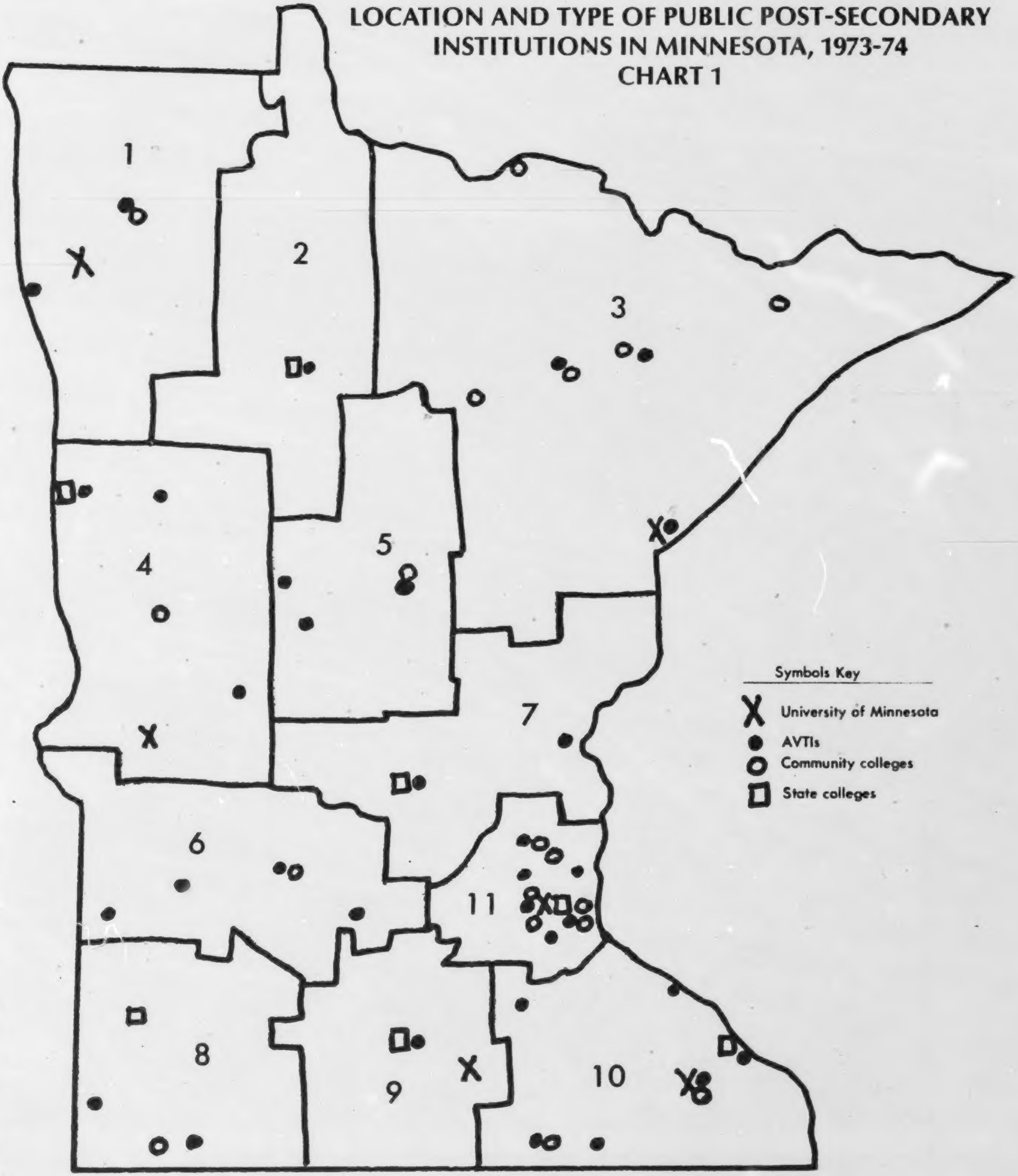
[2] Minnesota Higher Education Coordinating Commission, *Proposal for Progress: Guidelines for State Policy and Comprehensive Planning of Post-Secondary Education* (1969), p. 13.

LOCATION AND TYPE OF PUBLIC POST-SECONDARY INSTITUTIONS IN MINNESOTA, 1973-74
CHART 1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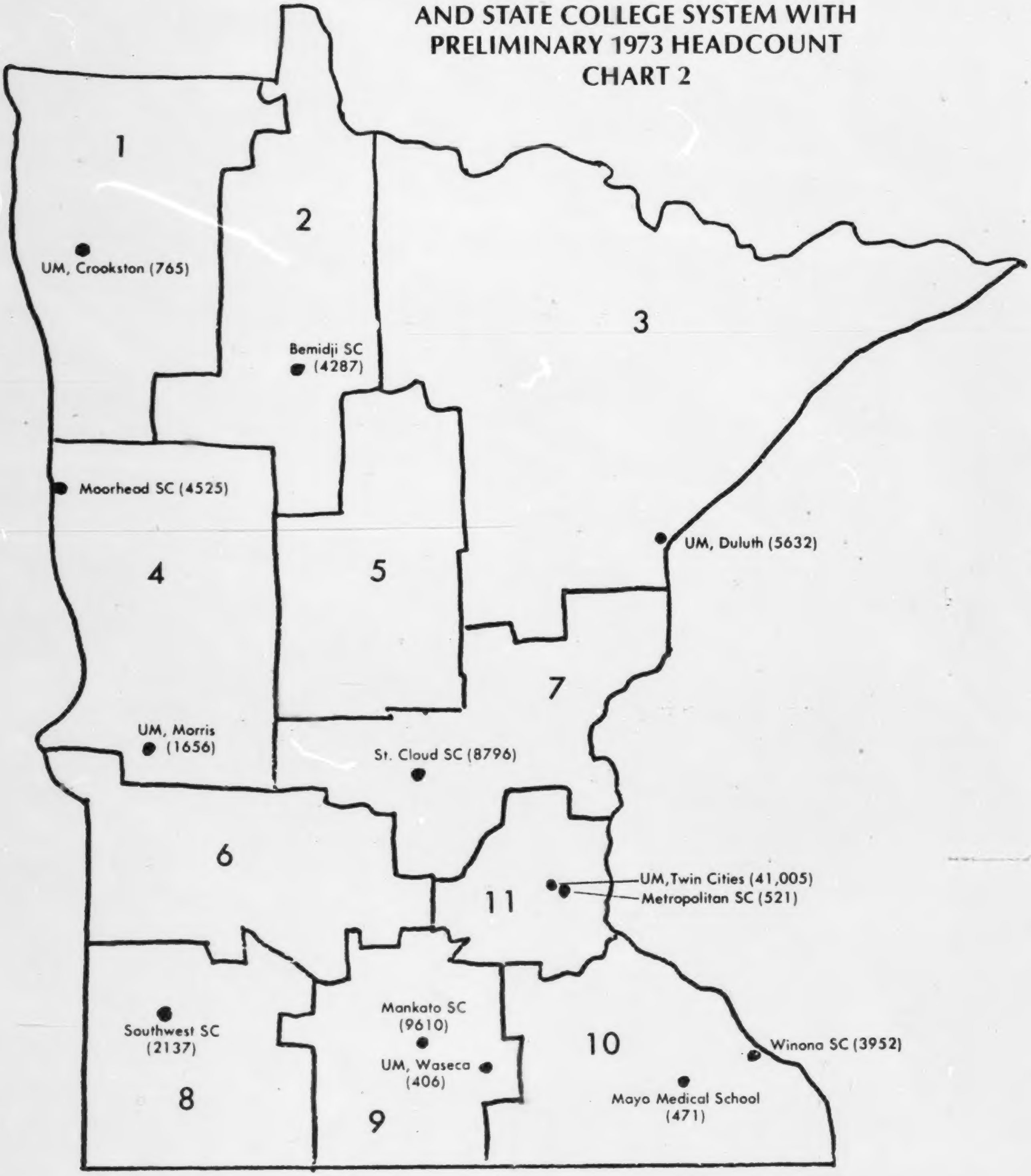
Symbols Key
X University of Minnesota
● AVTIs
O Community colleges
☐ State colleges

UNIVERSITY OF MINNESOTA AND STATE COLLEGE SYSTEM WITH PRELIMINARY 1973 HEADCOUNT
CHART 2


1
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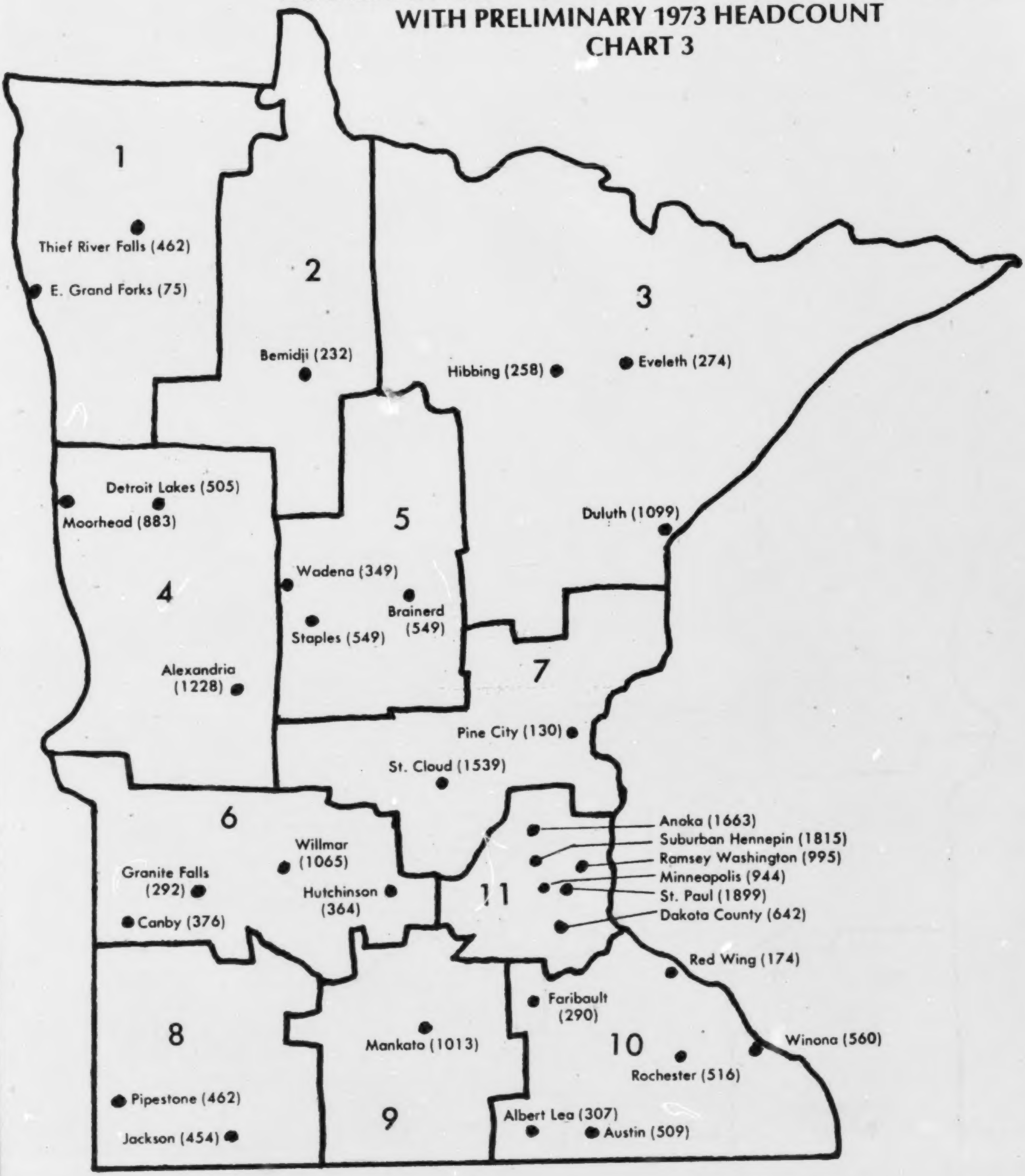
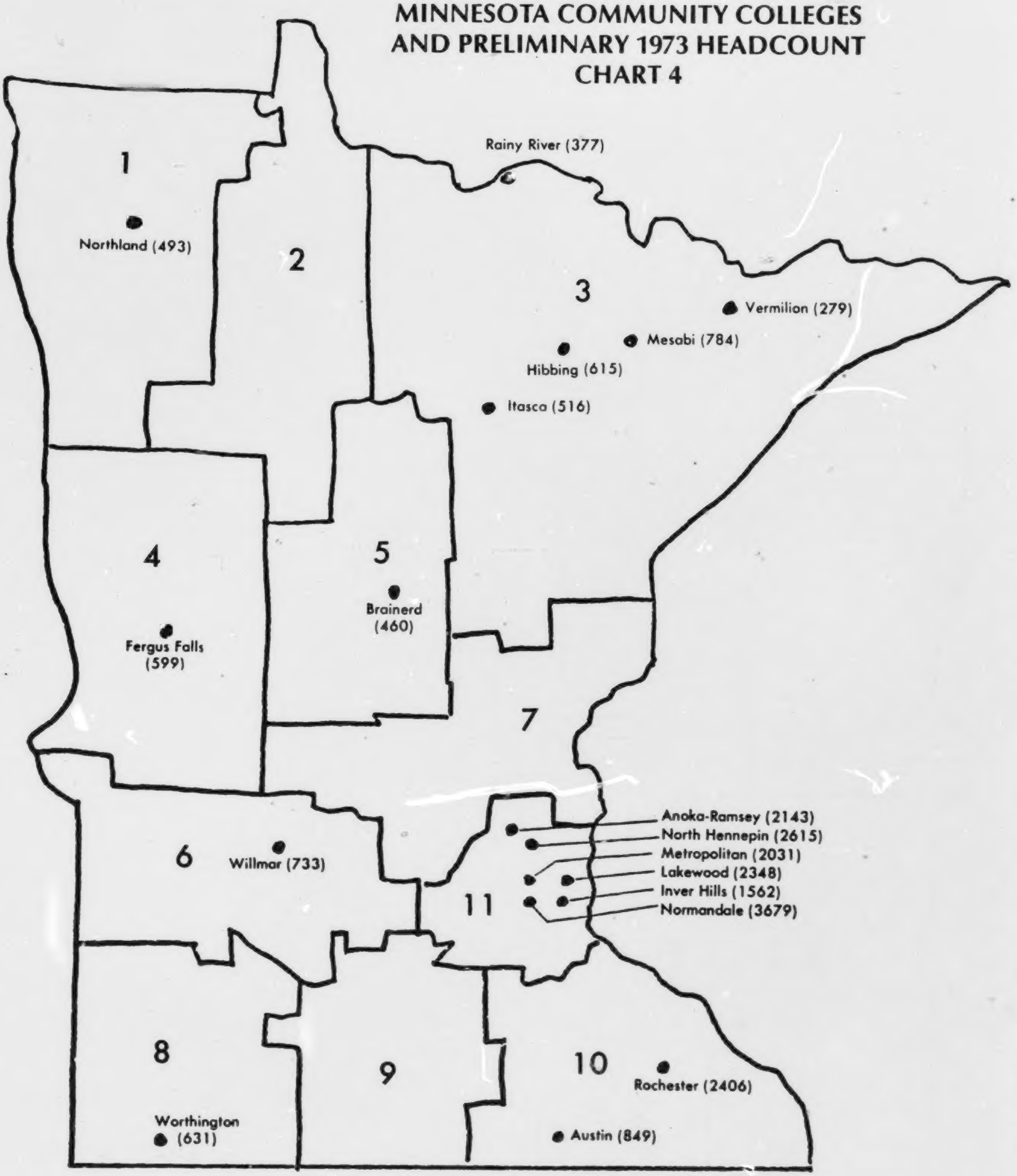
11
UM, Crookston (765)
Bemidji SC (4287)
Moorhead SC (4525)
UM, Duluth (5632)
UM, Morris (1656)
St. Cloud SC (8796)
UM, Twin Cities (41,005)
Metropolitan SC (521)
Southwest SC (2137)
Mankato SC (9610)
UM, Waseca (406)
Winona SC (3952)
Mayo Medical School (471)

MINNESOTA AREA VOCATIONAL-TECHNICAL INSTITUTES WITH PRELIMINARY 1973 HEADCOUNT
CHART 3


1
Thief River Falls (462)
E. Grand Forks (75)
2
Bemidji (232)
3
Hibbing (258)
Eveleth (274)
Duluth (1099)
4
Detroit Lakes (505)
Moorhead (883)
Alexandria (1228)
5
Wadena (349)
Brainerd (549)
Staples (549)
6
Granite Falls (292)
Canby (376)
Willmar (1065)
Hutchinson (364)
7
Pine City (130)
St. Cloud (1539)
8
Pipestone (462)
Jackson (454)
9
Mankato (1013)
10
Faribault (290)
Red Wing (174)
Winona (560)
Rochester (516)
Albert Lea (307)
Austin (509)
11
Anoka (1663)
Suburban Hennepin (1815)
Ramsey Washington (995)
Minneapolis (944)
St. Paul (1899)
Dakota County (642)

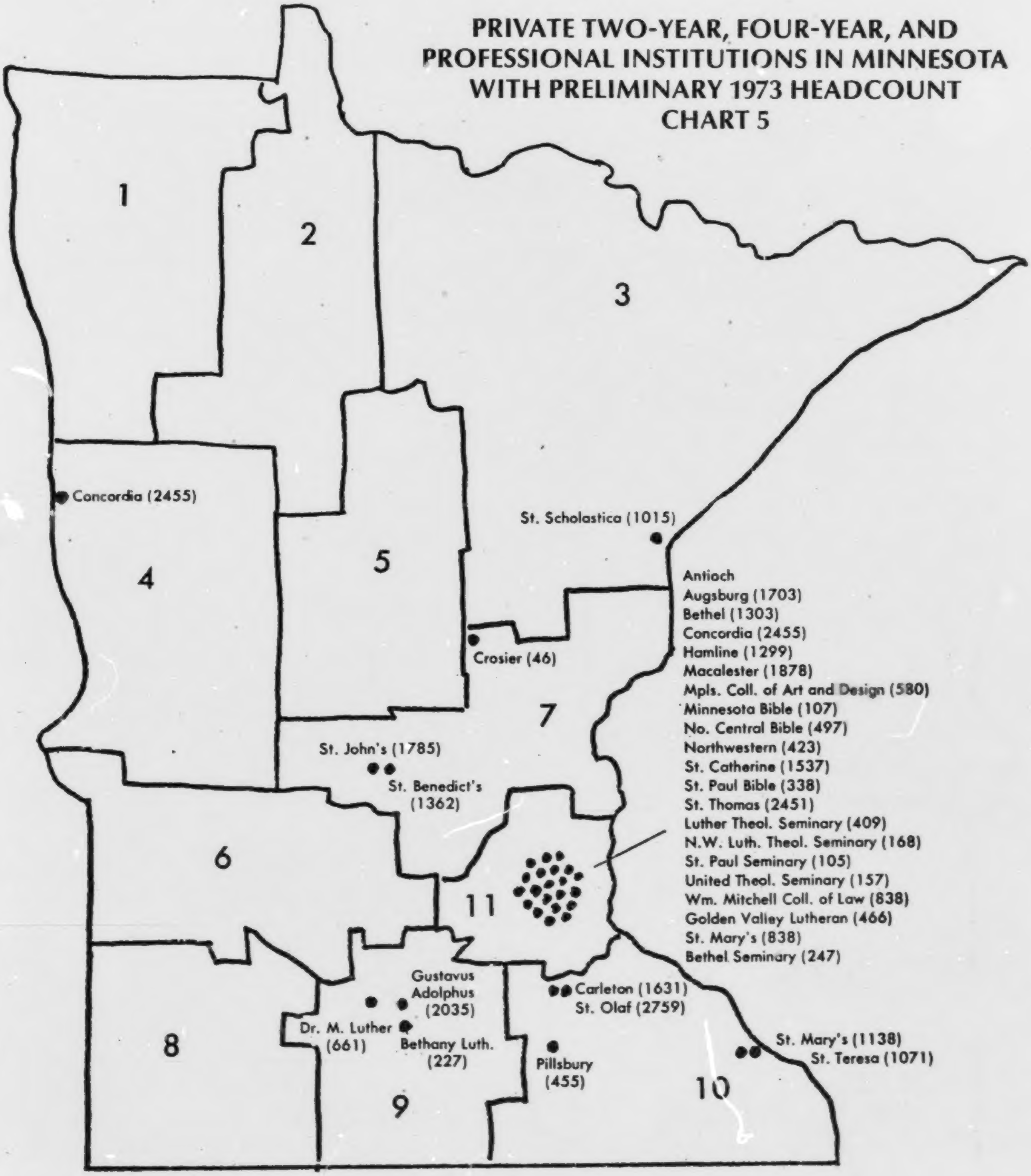
MINNESOTA COMMUNITY COLLEGES AND PRELIMINARY 1973 HEADCOUNT

CHART 4


1
Northland (493)
2
Rainy River (377)
3
Vermilion (279)
Mesabi (784)
Hibbing (615)
Itasca (516)
4
Fergus Falls (599)
5
Brainerd (460)
7
6
Willmar (733)
11
Anoka-Ramsey (2143)
North Hennepin (2615)
Metropolitan (2031)
Lakewood (2348)
Inver Hills (1562)
Normandale (3679)
8
Worthington (631)
9
10
Rochester (2406)
Austin (849)

PRIVATE TWO-YEAR, FOUR-YEAR, AND PROFESSIONAL INSTITUTIONS IN MINNESOTA WITH PRELIMINARY 1973 HEADCOUNT

CHART 5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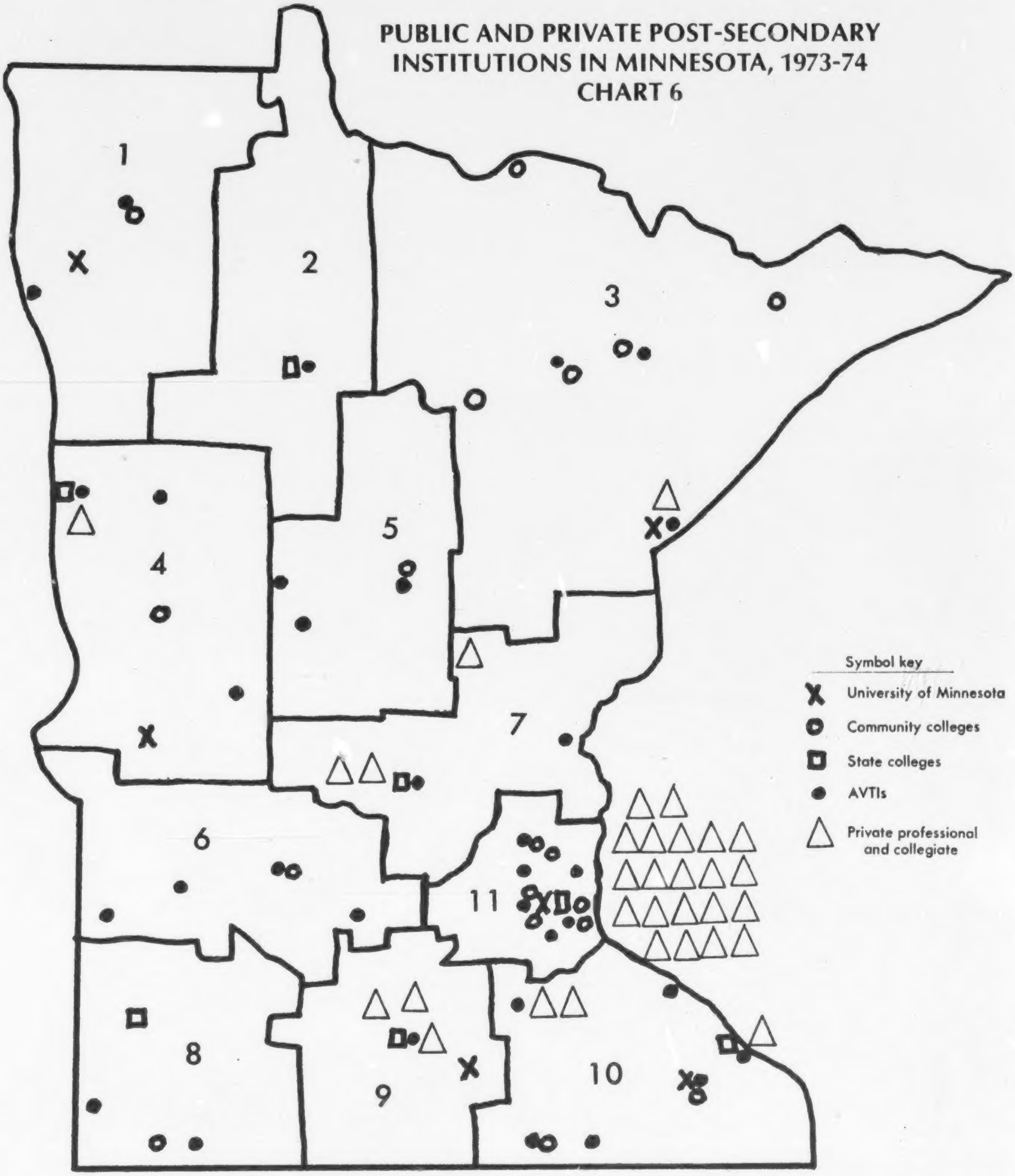
11
Concordia (2455)
St. Scholastica (1015)
Crosier (46)
St. John's (1785)
St. Benedict's (1362)
Antioch
Augsburg (1703)
Bethel (1303)
Concordia (2455)
Hamline (1299)
Macalester (1878)
Mpls. Coll. of Art and Design (580)
Minnesota Bible (107)
No. Central Bible (497)
Northwestern (423)
St. Catherine (1537)
St. Paul Bible (338)
St. Thomas (2451)
Luther Theol. Seminary (409)
N.W. Luth. Theol. Seminary (168)
St. Paul Seminary (105)
United Theol. Seminary (157)
Wm. Mitchell Coll. of Law (838)
Golden Valley Lutheran (466)
St. Mary's (838)
Bethel Seminary (247)
Gustavus Adolphus (2035)
Dr. M. Luther (661)
Bethany Luth. (227)
Carleton (1631)
St. Olaf (2759)
Pillsbury (455)
St. Mary's (1138)
St. Teresa (1071)

PUBLIC AND PRIVATE POST-SECONDARY INSTITUTIONS IN MINNESOTA, 1973-74
CHART 6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Symbol key
X University of Minnesota
O Community colleges
□ State colleges
● AVTIs
△ Private professional and collegiate

Although Table 1 indicates that all but Region 11 will have fewer high school graduates in 1989, it does not show the variation in declines that will occur among the various regions. High school graduates in Regions 2, 3, 4, 8 and 9, for example, have peaked and will decrease in the years ahead. In Regions 1, 5, 6, 7 and 10, however, high school graduates will not peak until around 1975-76 with the declines occurring after this time. In Region 7 the high school graduate pool will peak in 1975 but will not begin to decline until 1980, whereas the high school graduate pool in Region 11 will not peak until 1980. Thus, as institutions in these various regions remain primarily dependent upon the high school graduates for their primary source of enrollees, they will experience varying enrollment patterns with some increasing while others decline in enrollment.

Other important factors are not reflected in Table 1 also. First, the table shows that the pool of high school graduates is decreasing, and it assumed that in 1989 the participation rate would be equal to that which existed in 1973. Participation rates could increase, however, which would tend to minimize the projected decline. (For example, if participation rates would increase by 25 per cent, many institutions would be below the 1973 level). Second, although the pool of high school graduates will most certainly decline in the years ahead, other markets exist for post-secondary enrollment that have heretofore constituted a relatively small proportion of post-secondary education's clientele. Thus, to the extent that institutions develop programs to meet the needs of the adult population of the state, the pool for potential enrollees is significantly broader and larger than reflected in Table 1.

The fact remains that the pool of high school graduates will decline and this will have a depressing effect on institutional enrollments in post-secondary education. But this in itself is insufficient to base conclusions or policy recommendations in regard to the desirability of merger or consolidation because it reflects only one aspect of the post-secondary educational enterprise. Indeed, this problem is in part a function of policies that are concerned exclusively with access to post-secondary education. While it is true that institutions enroll students and that the number of students and the type of students can have some effect on the costs of operating an institution, institutions provide programs to educate students and they provide services to help the community. When one focuses exclusively on access, the other dimensions are frequently ignored. To evaluate effectively the viability of an institution, it is necessary to consider both the programs it is offering and the services it is providing to the community and the surrounding area in order to determine the benefits that are provided by the institutions.

In Table 2 one can observe that the majority of institutions in Minnesota are below the minimum enrollment criteria established by the Carnegie Commission on Higher Education. Table 3 shows the number of institutions by system that are below specified enrollment levels in 1973 and the number that are likely to be below these same levels in 1980 and 1989 based on current enrollment projections. It is apparent in Table 3 that the preponderance of area vocational-technical institutes and the majority of the community colleges have enrollments that fall below the Carnegie minimum enrollment guidelines. But what is equally apparent is that this was true before enrollment declines set in. These institutions were not built nor designed to serve large student populations; they were not intended to be the kind of institutions nor offer the type of programs that are implied in the Carengie enrollment level recommendations.

Thus, when one evaluates the effectiveness of these institutions, the evaluation should not be based primarily on the number of students who are enrolled. Rather, what is more relevant is the types of programs that are being offered, the cost of providing the programs, and the extent to which the programs offered by the institutions are meeting the needs of the community and the surrounding area. It is conceivable that the cost of operating one institution with small enrollment is con-

TABLE 1
ESTIMATED HIGH SCHOOL GRADUATES (1973-1989) AND 2-YEAR COLLEGIATE/ VOCATIONAL-TECHNICAL, 4-YEAR COLLEGIATE CLIENTS (1973-1989) BY PLANNING REGION USING 1973 PARTICIPATION RATES*

Minnesota Planning Regions	Est. 1973 High School Graduates	Est. Number of 2-Yr. Coll. and Voc-Tech Clients (1973 State Rate 39%)	Est. Number of 4-Yr. Coll. Clients (1973 Rate 31%)	Est. 1989 High School Graduates	Est. Number of 2-Yr. Coll. and Voc-Tech Clients	Est. Number of 4-Yr. Coll. Clients
REGION 1	2,015	785	625	1,250	490	390
REGION 2	1,006	390	310	760	295	235
REGION 3	5,846	2,280	1,820	4,000	1,560	1,240
REGION 4	3,486	1,360	1,080	2,250	875	700
REGION 5	2,336	910	725	1,500	585	465
REGION 6	3,502	1,365	1,085	2,300	900	720
REGION 7	5,102	2,000	1,580	4,950	1,930	1,535
REGION 8	2,925	1,140	910	1,790	700	555
REGION 9	3,957	1,540	1,225	3,950	1,540	1,245
REGION 10	7,106	2,770	2,200	5,650	2,200	1,750
REGION 11	31,089	12,125	9,640	36,650	14,300	11,360

*High school graduates estimates by planning region from HECC document, *Projecting Institutional Enrollments, 1973-1989,* April 1973.

TABLE 2
A COMPARISON OF MINNESOTA POST-SECONDARY EDUCATION INSTITUTIONS TO CARNEGIE RECOMMENDATIONS ON INSTITUTIONAL SIZE

			1973			1989*		
	Minimum	Maximum	Below	Within	Above	Below	Within	Above
Community Colleges	2,000	5,000	47	6	0	47	6	0
Liberal Arts Colleges	1,000	2,500	18	15	2	0**	1**	1**
Comprehensive Colleges***	5,000	10,000	5	2	0	4	2	0
University	5,000	20,000	0	0	1	0	0	1

*HECC projections, *Projecting Institutional Enrollments, 1973-1989,* April 1973. (Simulation 1)

**Projections for individual private liberal arts colleges not made.

***AVTIs included in community college line.

TABLE 3
INSTITUTIONS WITH ENROLLMENT BELOW 2000, 1000 AND 500 STUDENTS IN 1973, 1980 AND 1989

		2,000			1,000			500		
	Total Inst.	1973	1980	1989	1973	1980	1989	1973	1980	1989
AVTIs	(33)	32	32	32	25	24	29	15	13	18
Junior Colleges	(18)	13	13	13	11	11	11	3	4	9
State Colleges	(6)	0	0	1	0	0	0	0	0	0
University	(5)	3	3	3	0	1	2	0	0	0
TOTAL		48	48	49	36	36	42	18	17	27

siderably more expensive than operating another institution with larger enrollment. Such information is not useful, however, unless we know the programs that are being offered at both institutions. Even then, should it be found that the programs are the same and the costs are dissimilar with lower costs at the larger institution, the services provided to the community in the form of trained manpower and continuing education and community service activities for business and industry in the surrounding area might be such that the benefits derived would outweigh the increased costs of maintaining the programs offered in the smaller institution. It is important, therefore, that considerations of consolidation and merger not be driven solely by enrollment criteria. Enrollment deals with input into the system and provides little evidence of the services and output provided by post-secondary education.

Similarly, state policies in regard to regional economic development and population dispersal may warrant operating higher cost programs in order to encourage a more desirable distribution of the population in the state. Chart 7, for example, shows the distribution of high school graduates in 1985 as a per cent of 1970 high school graduates based on current migration patterns. It is evident that unless efforts are made to reverse present migration patterns, the population will be increasingly concentrated in the greater metropolitan area. Unfortunately, not enough is known about the effect of post-secondary attendance or migration patterns. It might be hypothesized, however, that the area in which a person settles is highly influenced by the location of the post-secondary experience. Should this be accurate, overall state policy considerations could justify the expenditure of resources to maintain relatively higher cost programs with smaller enrollments in order to stabilize or reverse migration patterns.

Nevertheless, the observation that the pool of high school graduates will decline in the years ahead which, based on current attendance patterns, would produce a reduction in enrollment in post-secondary education, points to the need for policy research on the effects of the potential decline in order to develop alternatives for dealing with identified problems. Included in this research should be an assessment of the other markets that post-secondary education can serve and of factors related to the effects on institutions that declining enrollment might produce. Equally relevant, however, is the need for a study of alternative mechanisms for dealing with declining enrollments. One possibility, of course, is to consolidate or merge institutions. But until we understand more fully the services provided by the institutions and until we have a better indication of the cost effectiveness of these institutions and the programs offered by the institutions, and until we know better the cost and quality consequences of enrollment decline, the consequences and desirability of these and other policy alternatives will not be clear. Other alternatives exist. It might be possible, for example, to limit enrollment in some institutions in order to encourage enrollment in other institutions in the state that are identified as areas for geographic regional development. It might be possible to identify areas of regional specialization and through this mechanism redefine the missions of selected institutions and provide programs that would both attract students to them and more adequately serve the regional needs. As the Commission pointed out in its report to the 1973 Legislature, the enrollment decline that is now projected for higher education will require adjustments on the part of institutions.[3] Similarly, research is necessary to determine both the effects of the possible decline on the institutions and programs and to develop effective statewide policies to provide a rational and orderly context for the adjustments.

Among the issues that require further study are the following:

(1) What are the identifiable consequences of enrollment declines? How are institutional and program costs affected? What pro-

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[3] Minnesota Higher Education Coordinating Commission, *Responding to Change: Report to the 1973 Minnesota Legislature*, (1973), p. xiv.

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HIGH SCHOOL GRADUATES
1985 as a per cent of 1970*
CHART 7

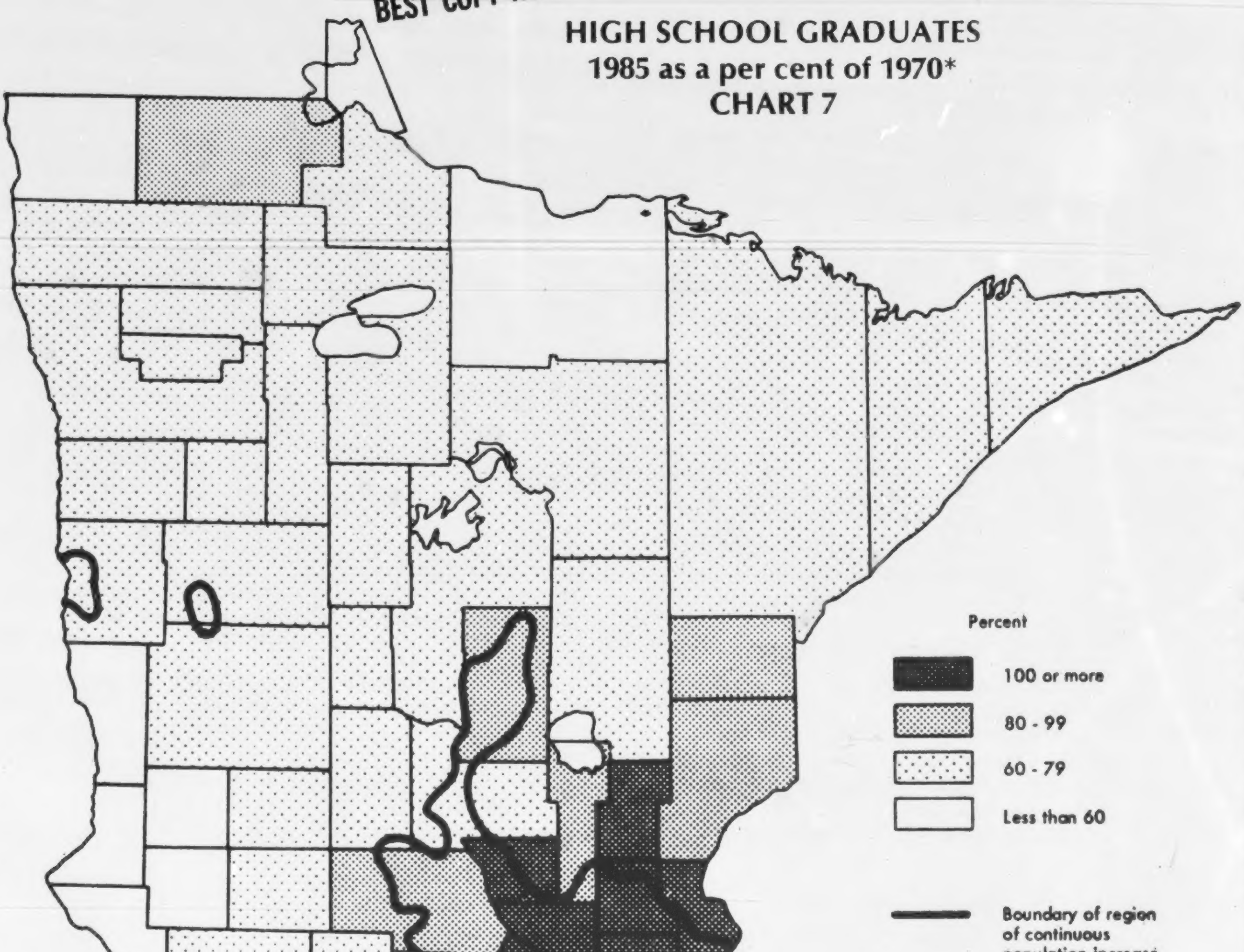
Percent
100 or more
80 - 99
60 - 79
Less than 60
Boundary of region of continuous population increase, 1950 -,1970.

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*Chart reproduced from: *Public College Enrollment in Minnesota's Changing Population Pattern*, 1970-1985, Center for Urban and Regional Affairs, University of Minnesota, 1973, p. 20.

grams, and what are their characteristics that are most severely affected? How is the scope of offerings affected over time? Is program or institutional quality affected? Is institutional flexibility reduced?

(2) What institutional and program outputs can be identified and quantified? How are they related to regional and community needs? How do they relate to state plans for regional and economic development? What publics are served by individual institutions in the various regions?

(3) What policy alternatives exist? What would be the effects limiting enrollment at certain institutions; of establishing incentives for attendance at other institutions? What possibilities and potentials exist in specializing programs and missions of selected institutions? What are the cost and programmatic advantages and disadvantages of selected merger or consolidation? What are the likely enrollment effects of merger? What possibilities exist for cost reduction and program specialization through the use of educational television?

These and still other questions emerge from a preliminary review of the available data. Some are addressable through the ongoing and developing activities of the Commission, such as program review, budget review, and enrollment projections and simulations. As these are developed and implemented and as data become available from these processes, the desirability and necessity of specific Commission action on the issue of new priorities for the establishment or merging of institutions will become more clear.

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PART III

IMPROVING COOPERATION IN POST-SECONDARY EDUCATION

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9. **Cooperative Interstate Planning**
From Independent Competition Toward Cooperative Interdependence.

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10. **Cooperative Regional Planning**
Toward Improving Efficiency and Effectiveness of Post-Secondary Education in Regions.

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11. **Cooperative Inter-Institutional Planning**
Toward Expanded Sharing Among Institutions.

PART III

IMPROVING COOPERATION IN POST-SECONDARY EDUCATION

As the Commission has sought to meet the changing post-high school education needs of its citizens in a steady-state environment through the development of improved planning capabilities, it has worked to expand cooperative efforts on several levels—interstate, regional, and inter-institutional. Both nationally and in Minnesota a variety of cooperative efforts such as consortia, pooled service plans, regional projects, reciprocal arrangements, and transfer agreements have been developed. Many experiments aimed at fostering cooperation have been initiated. As students have asked for more options in their programs, as budgets have become tighter, and as competition for limited resources has increased, the benefits accruing from cooperative arrangements have become more apparent to policy makers. Successful cooperative projects have resulted in increased cost effectiveness, a reduction of duplicated services, greater efficiencies, and a larger number of services and opportunities available to students. In Minnesota, the Commission has worked to stimulate cooperative planning and to establish coordinating structures and mechanisms. Significant successes have occurred in many of these programs that have been implemented between neighboring states, among institutions in regions and between various institutions.

The Minnesota-Wisconsin Reciprocal Tuition Program serves as a model for other states to emulate in developing interstate cooperative programs. The agreement, in effect since 1969-70, has enhanced opportunities of free choice for Minnesota and Wisconsin residents to attend institutions they believe can best meet their needs, to increase accessibility for residents of both states, and to facilitate interstate planning and cooperative efforts in offering high cost and highly specialized programs.

Encouraged by the success of the reciprocity program and recognizing the potential of expanded interstate agreements, the Commission in Part III-9 recommends improved instructional program planning with Wisconsin, legislative action authorizing transfer of payments between Minnesota and North Dakota under an anticipated reciprocity agreement, and continued discussions with South Dakota and Iowa. In addition, the Commission explores the possibility of planning efforts with other Midwest states in programmatic areas, specifically optometry. And it recommends the negotiation of reciprocal student aid agreements with states in which a reciprocity program is in effect.

Attempts to define and resolve social, economic, and educational problems on a regional basis in Minnesota have increased during the past biennium. The Commission has advocated planning mechanisms that will provide for cooperative assessments of area-wide needs in post-secondary education and develop strategies for meeting those needs. Moreover, the Commission has attempted to facilitate coordination of institutional efforts in meeting regional needs and has sought regional input into policy decisions on problems affecting post-secondary education on both regional and state levels.

The 1973 Legislature directed the Commission to develop and administer three experimental regional projects aimed at improving the efficiency and effectiveness of post-secondary education in meeting regional needs through increased inter-institutional cooperation and coordination of programs and planning within a region.

The section on cooperative regional planning describes the development of the projects and summarizes the activities at the three centers (Rochester, Wadena and Iron Range). In assessing the record to date, the Commission finds that although much has been accomplished, much more can be achieved to provide increased contributions to the citizens in the regions by continuation of the current framework. Thus, the Commission prioritizes several recommendations intended to improve regional coordination through the projects. Finally, the Commission considers a way to provide regional planning and coordination in areas of the state that are not included in one of the three existing regional projects.

In 1973 the Legislature directed the Commission to encourage and expand sharing of facilities and course offerings through cross registration and other appropriate means between all public and private institutions. Even before this legislative charge the Commission had been working to develop the mechanisms and structures to provide the framework for accomplishing these objectives. The final section of this part on cooperative inter-institutional planning describes the varying degrees of progress that have occurred in cross registration and sharing of facilities through cooperative agreements, primarily within systems and among geographically proximate institutions. It emphasizes, however, that the three regional projects provide an excellent framework to encourage inter-institutional cooperation, cross registration and joint sharing of facilities both to meet immediate needs and to provide for long-range developments. And through this regional framework, substantial progress has been made.

9. COOPERATIVE INTERSTATE PLANNING

Authorization to enter into reciprocity agreements with neighboring states was one of the first responsibilities assigned to the Higher Education Coordinating Commission by the Legislature.[1] This came as a result of the Legislature's recognition that opportunities for post-secondary education can extend beyond state boundaries and that historically states tended to develop systems of post-secondary education unilaterally without regard to the post-secondary education facilities and programs in contiguous states.

Since 1967 discussions have been initiated with appropriate agencies in Wisconsin, North Dakota, South Dakota, and Iowa. An agreement has been in effect with Wisconsin since the 1969-70 academic year, and discussions continue with the other states in the hope of reaching some accord which will be mutually beneficial. Both the North Dakota Board of Higher Education and the Commission approved a set of principles for an agreement in the fall of 1974, and both states are optimistic a final agreement can be reached soon.

The reciprocity agreement with Wisconsin is designed to improve accessibility of post-secondary opportunities for the residents of Minnesota and Wisconsin and to achieve improved effectiveness and economy in meeting post-secondary needs of the residents of both states through cooperative planning by the appropriate agencies in each state. This agreement has been continually improved and expanded until in 1973-74 it was possible for any resident of either Minnesota or Wisconsin to attend any public collegiate institution in either state at in-state tuition charges. For the first time, graduate students as well as undergraduate students are included in the reciprocity program and the inclusion of students in vocational programs continues. With an estimated 1,800 students from Minnesota and 900 students from Wisconsin participating during 1973-74, the Minnesota-Wisconsin Tuition Reciprocity Program is broader than any other in the country and is frequently cited as a national model for interstate educational cooperation.[2]

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[1] *Minnesota Statutes 1967*, Section 136A.08

[2] Minnesota Higher Education Coordinating Commission, State of Wisconsin Higher Educational Aids Board, *Minnesota-Wisconsin Public Higher Education Reciprocity Agreement 1974-75*

Improved Instructional Program Planning with Wisconsin

Despite this success, however, the full potential of reciprocity has not been achieved and many opportunities for improved interstate cooperation and planning are yet to be realized. To date reciprocity efforts have focused on the expansion of financial accessibility to educational programs in institutions outside of Minnesota through the elimination of out-of-state tuition charges. A supplemental benefit derived from reciprocity is the potential for minimizing the expansion or development of expansive programs that are available in a state with which tuition reciprocity has been negotiated. In this context, the current Minnesota-Wisconsin reciprocity agreement includes the provision of spaces for Wisconsin residents to study veterinary medicine at the University of Minnesota enabling the phased expansion of the University's program and eliminating the necessity of developing a veterinary medicine program in Wisconsin. Although not yet identified, it is probable that other opportunities are available to eliminate unnecessary program duplication in Minnesota and Wisconsin institutions.

> **The Commission proposes during the next biennium to expand efforts to develop effective interstate planning mechanisms with appropriate agencies in Wisconsin that will lead to improved instructional program planning and development in post-secondary institutions in each state. Particular emphasis will be directed toward improved coordination in program planning and development at institutions on the borders of the two states.**

Other Opportunities for Cooperative Interstate Planning

The opportunities for cooperative interstate planning are not limited to those states with which Minnesota has a tuition reciprocity agreement, however. States have educational needs that sometimes cannot be justified on the basis of manpower demand within the state itself. Minnesota is no exception, and an example was cited in a recommendation to the 1973 Legislature regarding the needs of optometry education in the state. Although manpower projections of optometrists in Minnesota indicate a demand greater than that which is likely to be supplied, the differential was not of sufficient magnitude to justify an institution in Minnesota for this purpose alone. Other states in the Midwest are in a similar circumstance in the same programmatic area and several efforts are underway to develop an interstate compact for optometry.

> **To facilitate the planning efforts of the Commission in this regard, authorization is requested from the Legislature to pursue the development of an interstate agreement for the education of optometrists either through contracting for spaces in a program to be developed in another state or through obtaining contracts for spaces in a program to be developed in Minnesota.**

Additional progress can also be made in expanding accessibility to educational programs in states other than Wisconsin. For two successive sessions the North Dakota Legislature has come close to approving a tuition reciprocity agreement with Minnesota. Once again, there is considerable optimism that an agreement can be achieved with North Dakota in the upcoming session. In November 1974, both the North Dakota Board of Higher Education and the Minnesota Higher Education Coordinating Commission approved the following set of principles to guide formulation of a final agreement:

Principles for Minnesota-North Dakota Reciprocity Agreement

I. **Goals.** Goals of the agreement should be:
   A. To increase service to the residents of both states.
   B. To improve effectiveness of the total post-secondary education efforts of both states.

C. To achieve economy of effort in meeting comprehensive post-secondary education needs of the residents of both states.

II. **Objectives.** The objectives of the agreement should be:

A. To enhance the opportunity of free choice for Minnesota and North Dakota residents to attend those institutions which they believe can best meet their needs without regard to the side of the border on which the institution is located.

B. To increase accessibility of the post-secondary education opportunities for Minnesota and North Dakota residents.

C. To facilitate interstate planning and cooperative effort in meeting the needs of residents of both states for high-cost and highly specialized programs.

III. **Purposes of the Agreement.** The specific purposes of the agreement should be mutually to continue to improve the post-secondary education advantages of residents of Minnesota and North Dakota through greater availability and accessibility of post-secondary education opportunities and to achieve improved effectiveness and economy in meeting the post-secondary education needs of Minnesota and North Dakota residents through cooperative planning and effort by two neighboring states.

IV. **Nature of the Agreement.** Purposes of the agreement should be accomplished through granting students entrance to post-secondary institutions in the neighboring state according to the same terms, conditions and fees which govern entrance to those institutions by residents of the state in which the institutions are located. To the fullest extent that space is available, Minnesota residents should be afforded the opportunity to attend state institutions in North Dakota on the same basis that North Dakota residents attend these institutions and North Dakota residents should be offered the opportunity to attend state institutions in Minnesota on the same basis that Minnesota residents attend these institutions.

V. **Scope of the Agreement.** The agreement should be comprehensive as follows:

A. All persons who qualify as residents of Minnesota and North Dakota for purposes of higher education under laws and regulations of the state of residence should be eligible to attend a state institution as a student in the neighboring state under the agreement.

B. All state institutions of post-secondary education in Minnesota and North Dakota should be included under the agreement and should be available to residents of the neighboring state in accordance with the terms of the agreement.

C. There should be no restrictions on the number of students from either state who may participate in post-secondary education under the agreement.

VI. **Specialized Programs.** The agreement should assure a specified number of spaces for qualified residents of the state of North Dakota in certain specialized professional programs at the University of Minnesota.

VII. **Equity.** Equity for the two states participating under the agreement should be achieved through a reimbursement procedure as follows:

A. Each state shall certify to the other state the number of undergraduate, graduate and professional students who were registered for each academic term, including summer session, under the agreement.

B. The designated representatives of the two states shall agree on a cost factor based on the average amount of state support per student and by level.

C. The amount of reimbursement to each student from the other state shall be determined by formula which takes into account the number of students participating under the agreement in each state by level of instruction and the agreed upon cost factor by level.

D. The state with the greater net reimbursement balance shall be reimbursed by the other state.

E. Any payment made under this agreement shall be made to the agency or fund determined by the state receiving the payment and any allocation of funds to institutions to meet instructional costs associated with the agreement or for any other purpose shall be the responsibility of each respective state.

VIII. **Administration.** The agreement should be administered as follows:

A. The state agencies responsible for administering this agreement cooperatively in the respective states shall be the State of Minnesota Higher Education Coordinating Commission and the State of North Dakota Board of Higher Education.

B. The administering agency in the student's state of claimed residency will be responsible for determining the student's eligibility under the agreement as a resident of that state.

C. The designated representatives of each of the two states responsible for implementation, certification of the students participating under the agreement, determination of cost factors and calculating reimbursement shall be the chief executive officers of the two administering agencies.

D. Determinations on qualifications for admission to institutions and/or programs, and the availability of space in programs, except for spaces assured under this agreement, shall be the responsibility of institutions included under the agreement.

IX. **Duration of the Agreement.** The agreement should be continuous beginning with the 1975-76 academic year and should be reviewed annually and modified at any time upon mutual agreement of both parties to the agreement representing the respective states.

In anticipation of a final agreement this year, the Commission recommends that the 1975 Minnesota Legislature take action authorizing the transfer of payments between Minnesota and North Dakota in accordance with the proposed agreement.

Efforts to negotiate an agreement with Iowa and South Dakota are largely contingent upon legislative initiatives that as of yet are unrealized.

Nevertheless, the Commission proposes to continue discussions with South Dakota and Iowa in an effort to improve availability and accessibility of post-secondary education opportunities to Minnesota residents through reciprocity agreements with neighboring states.

As reciprocity agreements are expanded, accessibility to out-of-state educational programs is increased but not proportionately for all Minnesota residents. Tuition represents only a portion of the cost of post-secondary education, and for those students from low income families the other costs (room, board, books and supplies, and incidentals) frequently provide a barrier that excludes them from post-secondary education. For Minnesota residents attending Minnesota institutions this barrier is overcome through the financial assistance provided in the state scholarship and grant programs. Because state scholarship and grant funds are restricted to use at Minnesota institutions, however, they are not available to low income students desiring to attend a Wisconsin institution under the reciprocity program. Students from low income families are at a disadvantage and their accessibility to out-of-state educational programs through the reciprocity program is restricted.

> **To provide more equitable access to low income students in the reciprocity program the Commission recommends that the 1975 Legislature authorize the Commission to negotiate reciprocal student aid agreements with those states with which a tuition reciprocity agreement with Minnesota exists.**

10. COOPERATIVE REGIONAL PLANNING

The resurgence of generalized interest in regionalism has been paralleled in post-secondary education by increased interest in inter-institutional activities. Although the two trends share much in common, they are not synonymous and the distinctions between them are significant for planning and coordination in post-secondary education.

The recent developments in regionalism have been characterized by efforts to decentralize decision making to a moderately sized geographical or population density unit, to better coordinate services within each region, and attempt to encourage greater involvement of the citizens of the region in planning and operational activities which affect them. As corporate citizens of their respective regions and as important elements of the matrix of human services within the regions, institutions are and should continue to be involved in the development of their regions.

Inter-institutional activities have been increasing in form and number as students have demanded more options and as institutions have felt varying degrees of tight budgets. Consortia, pooled services, transportation links, transfer agreements, and many other forms are common both nationally and in Minnesota. While geographic proximity is a frequent factor in the development of inter-institutional arrangements, it should not be a sine qua non. Nor should the interest in inter-institutional development create a further erosion of the distinctions among institutions. Rather, the diversity among Minnesota post-secondary educational institutions constitutes a source of great strength which must be protected and fostered. When inter-institutional planning and programming offer the potential of enhanced opportunity, increased cost effectiveness, or improved service to the community, then such efforts are both justified and worthy of encouragement.

Challenge from the 1973 Legislature

The 1973 Legislature issued a challenge to the Higher Education Coordinating Commission and to institutions of post-secondary education to determine whether improvements in efficiency and effectiveness in meeting regional needs could be accomplished through increased inter-institutional cooperation and coordination of programs and planning within a specific geographical region.[1] In response to the legislative mandate three experimental regional post-secondary planning and coordination projects were established in Rochester, Wadena, and the Iron Range.

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[1] *Laws of Minnesota 1973*, Chapter 768, Section 14, Subdivision 7.

All became operational between September 1973 and May of 1974 and continue in their activities with the cooperation and participation of nearly all of the post-secondary institutions within those three regions.

In accordance with the enabling legislation and the guidelines provided by the Commission, the regional projects have been charged with five major objectives. The legislation assumed that a number of residents within these regions have needs and desires for post-secondary education which were not previously being met, and thus the projects are attempting to improve the accessibility to all levels of post-secondary education for these citizens. Given the possibility that institutional efforts may be duplicative or overlap in some areas, the projects are requested to identify and eliminate any unwarranted duplication of effort within their respective regions. In accordance with the statewide objective of facilitating more effective use of existing post-secondary education facilities and resources, the project coordinators are attempting to focus these institutional resources in ways to better meet regional needs. The regional projects are also designed to provide more effective liaison between regional planning and coordination in post-secondary education with other regional planning and coordination activities and agencies. Finally, the regional coordinators are attempting to explore the means for accomplishing increased inter-institutional cooperative efforts in meeting articulated local and regional needs.

The activities of each regional project are guided by a local task force composed of leaders from the community or communities within the region and representatives of each of the participating post-secondary institutions. The task forces have been instrumental in selecting center staff, identifying priorities among regional needs, setting specific objectives to be accomplished within each year, and generally providing a forum within which increased communication and planning may occur. Each project is staffed with at least one professional staff coordinator with an office located in donated space by one of the participating post-secondary institutions. A major function of the coordinators is to assist in translating the identifiable needs of the community to those institutions which are best able to respond in the form of instructional offerings or services and to assist in program development to meet these needs. This role involves a knowledge and use of the planning process, a sensitivity to the methods of coordination, and the ability to establish working relationships with the many constituencies within the communities they are attempting to serve.

Summary of the Regional Project Experiences

Although the regional projects have been functioning for only a few months, a number of generalizations can be supported from this limited experience. In each of the three regions there is ample evidence to indicate that the community response to the existence of the centers and their objectives has been favorable. Individuals in substantial numbers are calling or visiting the offices for information or advice. Groups of citizens, business and union representatives, and educational personnel are identifying needs which they wish to be met.

The participating post-secondary institutions have been generally responsive, particularly when it has been possible to stimulate their self-interest or identify common objectives. Among the three regional projects there are nearly 40 institutions which are actively participating. In the two regions where activities began in the fall of 1973, five institutions have excelled in their leadership and willingness to take common risks: Winona State College, College of St. Teresa, Bemidji State College, Fergus Falls Community College, and Wadena AVTI.

The advisory task forces have performed extremely well as bridges, catalysts, and interpreters for institutions and communities. The combination of institutional and community leadership at this level appears effective and the dialogues which are continuing are substantive and genuine.

Student response has been varied but generally positive. As might be anticipated in attempting to sort through the varied procedures of a multi-institutional effort, some students continue to encounter procedural difficulties, but there is a framework within which to resolve these problems and progress is being made continually. Examples include questions pertaining to eligibility for veterans benefits and financial aid programs, prior agreement on transfer of credit, scheduling conflicts and course sequence needs. The same generalizations pertain to coordinated program planning and there are an increasing number of examples of more than two institutions cooperatively determining the nature, content, and style of delivery of services within a specific community. As had been hoped, course offerings appear to show a greater tendency of meeting enrollment expectations when both the community and institutions are involved in planning for specific needs.

The regional coordinators have been effective in building new relationships, in developing working agreements, in stimulating community action and dialogue, and generally in spurring institutions into different and accelerated activity. They have found a number of institutional leaders willing to take risks when the coordinators could make a persistent case or document unmet needs. However, it must be emphasized that risk capital is apparently low in each of the three regions, thereby limiting the nature and type of risks which may be undertaken.

In summary, the experience of the past few months in the three regional projects has demonstrated that inter-institutional planning and cooperation is a delicate, insecure, and variable process. To succeed, this process requires both encouragement and in some cases painful stimulation. The record of the past year and one-half should stand on its own. Continuation and expansion of the prevailing tempo in all three regions will bear increased contributions for the citizens of these regions in the immediate future.

A summary of the formal educational activities during the academic year 1973-74 appears in Table 1 and for the fall of 1974, in Table 2. Perhaps the best way to interpret these tables is to assume that they are indicative of both community and institutional responses to the opportunities which have been created and enhanced under the aegis of the regional centers.

Table 1

SUMMARY OF OPPORTUNITIES IN THREE REGIONAL AREAS IN 1973-1974

Regional Area	Headcount Registrations	Courses Offered	Communities Served
Wadena	852	47	15
Rochester	1,500	200+	1
Iron Range	85	4	4

Table 2

SUMMARY OF OPPORTUNITIES IN THREE REGIONAL AREAS FOR FALL 1974

Regional Area	Headcount Registrations	Courses Offered	Communities Served
Wadena	232	20	6
Rochester	2,782	169	1
Iron Range	387	18	6

With the establishment of the three regional projects in Rochester, Wadena, and the Iron Range, the residents of the three regions have experienced significant increases in post-secondary education opportunities offered locally and increased transferability of credit among participating institutions. The institutions in the regions have substantially improved the nature and extent of coordinated planning for programs offered in the community and several inter-institutional programs are in the planning stages. Although much has been accomplished in 18 months, more could be achieved by a continuation of these experiments within the current framework.

Improvement of Regional Coordination Through Regional Projects

With regard to the improvement of regional coordination through regional projects, the Commission recommends the following in order of priority:

> **The Commission recommends that the state continue to provide coordination expenses for the three existing regional projects (Iron Range, Rochester, Wadena) and that public and private institutions be requested to continue their cooperation with these projects. To sustain planning and coordination activities, an appropriation of $150,000 for 1976 and $150,000 for 1977 is requested. Costs for institutional cooperation and services should be assumed to be part of the request of participating institutions.**

As currently organized and funded, the regional projects are functioning as catalysts in planning and brokers for services. To offer the opportunity for enhanced planning and programming, some incentive funds are needed. As indicated above, developmental funds in institutional budgets are in short supply and competition for them is increasing. Within existing budgets, the regional projects have no risk capital. As a result, there are a number of needed program experiments which are delayed or not conducted, there is no way to experiment with varying tuition schedules, and there is no provision for contracting for unique or special services even when the need is clearly identified. In addition, the ability to attract public and private grants is impaired by the unavailability of matching funds. Through the use of discretionary development fund approaches, additional resources could be flexibly applied to respond in any of the regional areas to actual coordinated program development or to contract for necessary services not directly available in the region or from the public sector.

> **Thus, the Commission recommends that a discretionary development fund be established for the purpose of making selective investments through the regional projects in the following: program experimentation, equalization of student costs, contracting for special or unique services, development of inter-institutional programs, and meeting matching requirements for public and private grants. To initiate and sustain planning and implementation of this discretionary fund, an appropriation of $25,000 in 1976 and $25,000 in 1977 is requested.**

Within each of the three regions currently served by regional projects, significant progress has been made in the transfer and acceptance of credit among participating institutions. To best serve the needs of current and prospective students in these regions this progress must be continued and enhanced; in those regions where current initiatives are being made through institutional efforts, encouragement and support must be offered for a continuation of this process.

> **Thus, the Commission recommends that institutions participating in regional experimental projects be encouraged to continue expansion of the transferability and acceptance of credits earned from offerings under the aegis of the projects.**

Continuing development of the three existing experimental projects will provide the mechanism necessary to facilitate (1) inter-institutional cooperation, (2) coordination of institutional efforts in meeting regional needs, (3) cooperative assessment of needs and development of delivery strategies to meet needs, (4) improved communication among institutions within a region and between institutions and citizens of an area, (5) relating regional post-secondary education developments to other planning and coordinating efforts, and (6) providing regional input into the larger planning process for post-secondary education.

Regional Efforts for the Remainder of the State

The absence of regional projects for the remainder of the state makes less certain the extent to which these functions can be accomplished. The fact of the matter is that progress toward inter-institutional cooperation, regional coordination, and regional input into the statewide planning process comes slowly without appropriate mechanisms, attention, and effort.

The Commission recognized the need for regional efforts throughout the state in its report to the 1973 Legislature and proposed to initiate action to meet the needs for regional planning structures. The statement to the 1973 Legislature was as follows:

> As a means of facilitating increased inter-institutional dialogue and cooperation, the Commission proposes to establish regional advisory committees throughout the state. These regional advisory panels would offer the probability of developing a forum for the discussion of unique area problems and the alternatives available for solving them. The committees would also serve as an additional body to articulate the needs of the area to neighboring regions and statewide agencies.[2]

Lack of resources for regional activities has curtailed Commission efforts to proceed effectively. The Commission did sponsor five regional conferences throughout the state within the past year in order to initiate communications among institutions within areas, to facilitate communication between the Commission and institutions and citizens of the regions, and to focus attention on regional needs. While these conferences may have represented an appropriate and feeble beginning, they did not provide adequate mechanisms for addressing regional planning needs.

> **In view of the importance of facilitating inter-institutional cooperation and regional input into the state post-secondary education planning process, the Commission recommends that the 1975 Legislature provide an appropriation of $30,000 for Fiscal Year 1976 and $40,000 for Fiscal Year 1977 to establish operational regional advisory committees and related mechanisms for facilitating regional planning and coordination of post-secondary education in those areas of the state which are not included in one of the three existing regional projects.**

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[2] Minnesota Higher Education Coordinating Commission, *Responding to Change: Report to the 1973 Minnesota Legislature* (1973) p. 60.

11. COOPERATIVE INTER-INSTITUTIONAL PLANNING

The 1973 Legislature directed the Commission to "take the necessary steps to encourage and expand the sharing of facilities and course offerings, through cross registration or other appropriate means, between all public and private institutions of higher learning in Minnesota."[1] Although the foundation for Commission response preceded this directive from the Legislature, the Commission did initiate a statewide study of transfer problems in an effort to improve student movement among post-secondary institutions. (For a separate report see Part I-3: "Transfer" p. 21.) In addition, the Commission developed and implemented three experimental regional projects during this biennium designed to encourage, among other objectives, improved inter-institutional cooperation and increased sharing of facilities and course offerings.

An earlier report by the Commission on cooperative programs in Minnesota post-secondary education indicated that although there were several established cooperative arrangements operating with varying degrees of success in Minnesota institutions, most instances of the inter-institutional cooperation involved either institutions within a single system or institutions located in close geographical proximity.[2]

Examples of cooperation and cross registration within systems included the Community College's Cooperative Education in Human Services and the State College's Common Market Student Exchange Program. Cross registration and sharing of facilities were found available through cooperative agreements among geographically proximate institutions in seven areas of the state: Moorhead, Duluth/Superior, St. Cloud, Minneapolis/St. Paul, Northfield, Mankato/St. Peter and Winona. Conditions varied widely in determining how much cross registration a student could do.

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[1] *Laws of Minesota 1973,* Chapter 768, Section 14, Subdivision 8.

[2] Minnesota Higher Education Coordinating Commission, *Planning Report 10: Cooperative Programs in Minnesota Post-Secondary Educational Institutions,* (1973).

Administrative leaders of St. John's University — College of St. Benedict, and the College of St. Catherine — College of St. Thomas have taken important steps to open the entire curriculum of each institution to students of cooperating institutions. For instance, a student enrolled in the College of St. Benedict may major in any program offered at St. John's. Students enrolled in St. John's may major in any program offered by the College of St. Benedict. The College of St. Catherine and St. Thomas have a similar agreement. But the most common arrangement was to allow one course registration in another institution each quarter or semester with the consent of both institutional departments. In 1971-72 an estimated 2,314 students were involved in cross registration programs.

An example of what can be done in cooperative programming is evident in the achievements of five private colleges in the Twin Cities metropolitan area: Augsburg, Hamline, Macalester, St. Catherine's and St. Thomas. An Office of Inter-College Cooperation exists to develop and coordinate a variety of cooperative programs for the five participating colleges.

Mechanism for Effective Joint Planning and Programming

These instances of cooperative planning and programming indicated to the Commission that considerable potential for the sharing of facilities among post-secondary institutions existed. The challenge was to establish mechanisms that would stimulate institutions to work together to focus on the needs of citizens in their region. While all Minnesota post-secondary institutions had demonstrated a sense of responsibility for meeting needs of the residents in the area in which it was located, there was less evidence of an effective sense of joint responsibility among institutions in the same area to serve that area through cooperative programs. Similarly, except in those instances where attention was focused on establishing new institutions, planning activities generally were related to systemwide and statewide concerns or individual institution concerns rather than to area concerns. The fault lay not with the institutions nor with the lack of perceptible area needs. Instead, the problem derived from the absence of any structure or mechanism to enable institutions to jointly and cooperatively address regional needs through effective joint planning and programming.

The Commission recommended the initiation of a regional planning effort for post-secondary education to the 1973 Legislature, and it responded by directing the Commission to establish three experimental regional projects as reported in Part III-10.

Efforts of Regional Projects to Promote Inter-Institutional Cooperation

Each regional project (Rochester, Wadena, Iron Range) has developed in a slightly different way and at a different pace reflecting the differential needs that existed in each region. But all have managed to establish important understandings and agreements that have provided a foundation for immediate progress and for long-range development. Examples of progress follow:

1. Each participating institution from the beginning has provided a representative to participate in the discussion and in the planning of the project resulting in a commitment to joint planning and programming in a way that far exceeded any previous attempts in each of the regions. This has resulted in a commitment to discussion of program development and planning at their early stages which provides for effective interaction with people external to the home institutions before ideas and plans have become crystalized.
2. Joint programs have been developed involving the participation of more than one institution at both the graduate and the undergraduate level.

3. Institutions have cooperated to develop a day-care center to provide support services to prospective students in the region.
4. Institutions have cooperated to prepare proposals of external funding of the project.
5. Institutions have cooperated in providing for the joint advising of students which has resulted in referring students to other institutions for classes and degree programs that appear to be more appropriate to the student objectives.
6. Classes have been scheduled jointly to avoid unwarranted duplication.
7. Classroom space and instructional equipment are shared among the various institutions.
8. Special arrangements have been made for the transfer of credit so that all credit earned at one of the participating institutions will be transferable to programs in each of the other participating institutions.
9. Institutions have cooperated toward administrative arrangements for the mutually shared procedures with enrollments and programs at different instructional institutions.
10. Institutions have worked out arrangements to share staff on different projects or for different programs.

Although not all of the examples cited above have occurred in all the regional projects, some have been accomplished in each of the regions. The various examples cited above indicate the substantial progress being made through the regional projects to provide a basic framework that encourages inter-institutional cooperation, cross registration, and joint sharing of facilities both to meet immediate needs and to provide for longer range developments that will enable the combination of institutions located in each region to work cooperatively to meet citizens needs.

Progress made in the three regional centers is further evident by looking at the number of headcount registrations, courses offered, and communities served. In 1973-74 the Wadena center had 852 persons registered for 47 courses offered in 15 communities. Rochester had 1,500 persons registered for more than 200 courses offered and the Range center had 85 persons registered for four courses offered in four communities.

For the fall of 1974 Wadena had 232 persons registered for 20 courses offered in six communities. Rochester had 2,782 persons registered for 169 courses and the Range Center had 387 persons registered for 18 courses offered in 6 communities.

Although each of these headcount registrations does not represent a specific example of cross registration (50 per cent would be a reasonable estimate) it is probable that without the inter-institutional mechanism for developing the programs in which the students noted above are enrolled, very few of these registrations would have in fact occurred.

Through the continued efforts of the existing regional centers and through the further development of regional planning activities in the other areas of the state, the Commission is convinced that further progress can be made in the enhancement of inter-institutional cooperation and the joint sharing of facilities in post-secondary education in Minnesota. The key to success, however, is clearly contingent upon the establishment of appropriate structures and mechanisms which provide the necessary framework to enable institutions and area residents to work together to jointly chart a path for program development to serve unmet needs in the regions.

PART IV

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IMPROVING USE OF STATE'S POST-SECONDARY EDUCATION RESOURCES

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12. **Public Service**
Toward Post-Secondary Education
Leadership in Community Development.

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13. **Private College Contract Program**
Toward Continued Viability of Private
Post-Secondary Education Sector.

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14. **MINITEX**
Toward More Effective and
Efficient Use of Library Resources.

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15. **Educational Technology**
Toward More Effective and Efficient Use
of Television and Other Educational Media.

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16. **Statewide Testing**
Toward More Effective and Efficient Use
of Statewide Assessment Instruments.

PART IV

IMPROVING THE USE OF THE STATE'S POST-SECONDARY EDUCATION RESOURCES

As post-secondary education struggles with a variety of problems in the face of increased demands for accountability and an erosion of confidence in it, questions arise whether the enterprise can adapt to changing needs and effectively cope with uncertainties of the future. Yet the state possesses an enormous reservoir of talent and resources in post-secondary education, and for more than a century it has successfully applied them toward meeting new challenges. The Minnesota post-secondary education system, which includes a broad range of high-quality public and private institutions, is nationally recognized for its instructional, research, and service resources available to citizens and communities.

Historically, the institutions have demonstrated a commitment to using their resources for public service. Many dedicated faculty members have devoted much of their time to extend institutional resources beyond the campus and into the community. In the section on public service the Commission reviews the institutional efforts and the stimulation for them; and it examines the role of faculty members in public service activities. The Commission recommends that the historical commitments to public service within the mission of post-secondary institutions be reaffirmed and that the improvement and enhancement of this aspect of institutional activity be a primary objective. In making this recommendation, the Commission cites the need for the development of a comprehensive state policy pertaining to the structure, financing, and delivery of public services. It points out that while a policy is being developed, a need exists for an interim arrangement to enable institutions to continue their service.

Besides the vast public system of post-secondary education in Minnesota, the state has been fortunate to have a high quality private post-secondary sector to draw on as a valuable resource. In 1971 the Legislature, concluding that it was in the long-range interest of the state to contribute to the continued viability of the private post-secondary education sector, passed a Private College Contract Program providing payments to the colleges as an incentive to serve increased numbers of state residents, including additional residents from low income families. In Part IV-13 the Commission recommends that the Legislature reaffirm the principle that a vital private system of colleges and universities is essential to a balanced system of post-secondary education and to the maintenance of pluralistic opportunities for residents of the state. But it explains that changing circumstances in society and post-secondary education have affected both public and private institutions; therefore, it outlines a shift in emphasis in the program that will encourage private colleges to continue the present level of service to Minnesota residents and to continue to serve students from low income families.

Within the various public and private institutions, the state possesses an extensive collection of learning resources that it can make available to citizens throughout the state. The section on the Minnesota Interlibrary Telecommunication Exchange Program (MINITEX) describes what is considered one of the most effective inter-library networks in the country and one that is often cited as a model for the nation. The program exemplifies what can be achieved by making state resources accessible to a large number of citizens through cooperative planning and decision-making. The low operating cost, overall efficiency, and comprehensiveness of services, resources, and participation have stimulated more growth and improvement in the program since it was first funded by the 1971 Legislature. The Commission reviews the history of the program, its accomplishments, and its goals. Finally, the Commission proposes several recommendations in order that continuing service be provided under MINITEX and that it be further developed during the next biennium.

The state's post-secondary education institutions possess a broad range of educational technologies (Cable TV, FM radio, computers, newspapers, film libraries, etc.) which might be used to serve large numbers of citizens. For several years the state has funded an inter-institutional instructional television program. In Part IV-15 the Commission discusses the potential uses of the available educational technologies, and it says that the efforts now being made are generally uncoordinated and underfinanced. Also, the Commission summarizes the recent update study assessing the inter-institutional instructional television program, and it finds that the current program is not achieving sufficient results to justify continued support in its current form. Based on its assessments, the Commission recommends an appropriation in order to focus on assessing the broader use of television and other mass media for delivering post-secondary education to a larger population of the state than served now.

In a final section the Commission looks at the Statewide Testing Program. The Commission explains that the current test has not proved effective in adapting to changing circumstances in post-secondary education. It notes that the establishment of a committee by the Commission to provide recommendations regarding the nature of statewide assessment, the goals for a statewide assessment program, and possible strategies for financing and administering it would help resolve the difficulties being encountered. The Commission concludes with a statement indicating its willingness to assume responsibility for the program contingent upon the intent and funding of the Legislature.

12. PUBLIC SERVICE

The charters or statements of purpose for most institutions of post-secondary education include references to public service functions and responsibilities. It is apparent that Minnesota residents expect that institutions will continue to apply their expertise and resources in common efforts to identify problems and meet community needs. Varied institutional efforts in the past have served to demonstrate the presence of creative, imaginative, and socially sensitive faculty members willing to extend the educational resources beyond traditional campus boundaries. The relative successes of the past should not impede an objective assessment of the challenges unanswered, but should instead serve as a reservoir of encouragement for the improvement and extension of needed services.

If the recommended distinctions are made among the different forms of credit and non-credit instruction, it is possible to adopt a generic definition for public and community service activities. These terms should be used to describe those activities directed toward the benefit of the community, identified groups or organizations, and individuals. These activities are not part of a degree curriculum but rather include such services as conferences and institutes, advisory services, radio and television programming, and cooperative extension service. The primary objective is to provide needed services to those groups, individuals, and agencies outside the institution.

The existence of federal Title I Higher Education Act (HEA) funds has provided an important and continuing catalyst for community services in Minnesota. In nine fiscal years this program has made available more than $1.6 million to participating institutions in the state. Importantly, the program has provided the opportunity for many institutions with minimal community service budgets to engage in programming designed to increase institutional capacity for public service and at the same time answer some service needs.

The allocation of state resources for public services has been substantial and has been primarily directed to the University of Minnesota. It must also be noted that a number of services are supported from other sources or purchased directly by the consuming agency or organization.

While it should be apparent that every institution does not have the capability to respond effectively to each need within the community it serves, each institution does represent some special as well as general capability and collectively the institutions of post-secondary education in Minnesota represent an enormous reservoir of talent and resources.

Therefore, the Commission recommends that the historical commitments to public service within the missions of post-secondary institutions be reaffirmed and that the improvement and enhancement of this aspect of institutional activity be a primary objective in the next biennium.

Each time public service activities are evaluated, one of the most prominent findings is that faculty members have no real incentives to participate in public service activities except their personal inclinations. In fact, it is commonly recognized that most promotional systems give little recognition to public service activities unless one outcome is a research paper or some other evidence of scholarly activity. In some instances there are pecuniary benefits to be derived, but it is not uncommon for faculty receiving compensation to be criticized for moonlighting or raiding the treasury. One of the obvious results of this situation is that many of the finest services of local faculty are purchased by out-of-state communities and agencies, thereby avoiding unfavorable feedback.

In recognition of the real and potential service resources resident in the faculties of Minnesota post-secondary institutions, the Commission recommends that legitimate public service activities be recognized as an integral part of faculty responsibility and concomitantly a serious factor in promotion and salary decisions.

Current funding for public service is derived from a variety of sources including state, federal, and private (both individual and group). Funding mechanisms include direct appropriations, special appropriations, special and general grants, contracts for services, and direct client charges for services. Due to the wide spectrum of types of public services and variance in the costs of delivery, it is probable that a variety of financing methods will and should continue to exist. Nevertheless, there is a need for the development of comprehensive state policy pertaining to the structure, financing, and delivery of public and cooperative services.

To make it possible for institutions to continue community service activities which have been evaluated as worthy and needed, interim arrangements must be sought. The Commission has considered direct additions to institutional budgets, special appropriations by project, direct appropriations to clientele, and other possible schemes. The tentative assessment is that while each of these approaches has potential merit, they should be carefully considered in a full scale policy analysis and to adopt one approach now would tend to lock it in for the near future. However, a one time appropriation to a statewide pool for selective funding of the projects best suited to meet the most immediate needs would have the dual merits of assuring continued services while a comprehensive state policy is being developed and not developing an implied commitment to this mechanism for the future.

Thus, the Commission recommends the appropriation of $250,000 for the next biennium to be allocated to institutions of post-secondary education among proposals which demonstrate an urgent need and have the endorsement of the intended clientele.

13. PRIVATE COLLEGE CONTRACT PROGRAM

Education in the United States derives from the efforts of private charitable institutions. As governments recognized the need for an educated citizenry and as costs of education increased, the primary responsibility for providing education was increasingly assumed as a governmental function. In elementary and secondary education this responsibility was exercised predominantly by local government, and somewhat later in the history of the country the individual states assumed the responsibility for providing higher education.

Traditionally, the establishment and financing of public institutions of post-secondary education were the only means used by the state to provide post-secondary educational opportunities to develop an educated citizenry. Alternatives for providing post-secondary education were limited to such considerations as the number of public institutions which should be established or financed by the state, where such institutions should be located, what type of institutions they should be, and how much the state should invest in the support of these institutions. Little serious consideration was given to other possible means of fulfilling the state's responsibility for post-secondary education. While post-secondary education in Minnesota has always been recognized as a primary responsibility of the state, privately controlled colleges shared this responsibility even before Minnesota was a state.

Passage of legislation authorizing a state scholarship program by the 1967 Legislature recognized the facts that (1) simply providing public institutions of post-secondary education was not sufficient for fulfilling the state's responsibility to make post-secondary education available to all Minnesota residents who can and should benefit from education beyond the high school, and (2) the state's interest in post-secondary education must be more pervasive than an interest in maintaining public institutions. In providing that a state scholarship recipient could attend either a public or a private higher education institution in Minnesota, the 1967 Legislature also recognized the fact that the state can appropriately provide post-secondary education opportunities for its residents in other ways. Action of the 1969 Legislature appropriating funds for state grants-in-aid, as well as increasing the appropriation for scholarships for students attending both public and private colleges and universities, represented increased effort reflecting recognition of these facts.

Actions of the 1971 and 1973 Legislatures increasing the appropriation for the state scholarship and grant programs further minimized the financial barriers for Minnesota residents to benefit from post-secondary eduaction in *either* a public or private institution and added to the state commitment to provide diverse opportunities for its residents to obtain a post-secondary education.

Establishment of the Program

A more dramatic step was taken by the 1971 Legislature with the passage of the Private College Contract Program.[1] Based on the recommendations of a study funded jointly by the state and the Bush Foundation, the Commission recommended and the Legislature concurred that it was in the long-range interest of the state to contribute to the continued viability of a private post-secondary education sector in Minnesota.[2]

The Private College Contract Program was conceived at a time when the proportion of needs served in private post-secondary institutions was declining. The program, as a consequence, was designed to provide an incentive to private institutions to educate an increasing proportion of Minnesota residents by paying them $500 for each additional Minnesota resident enrolled over the number of Minnesota residents enrolled in 1970. In addition, the Private College Contract Program would pay for each state grant recipient enrolled in an effort to encourage private institutions to serve more low income students thereby increasing accessibility and opportunity for Minnesota students from low income families.[3] Under this program the private colleges have responded positively to the incentives provided. Some have made significant increases in the number of Minnesota residents enrolled, and many also are serving an increasing number of low income students who are recipients of state grants-in-aid.

In recent years, however, circumstances have changed with some public institutions experiencing enrollment declines. While this phenomenon suggests that the incentives to encourage private colleges to enroll increased numbers of Minnesota residents should be modified, it does not undermine the overriding purposes of the Private College Contract Program. The private college sector in Minnesota remains a valuable resource. Private colleges continue to serve the needs of Minnesota residents and the continued viability of the private sector is a matter of concern to the state. As all post-secondary institutions adjust to enrollment shifts caused by altered demographic conditions, private institutions are confronted with adjusting to two additional economic conditions. The combination of inflation and recession has caused a dramatic change in the value of endowed funds and other institutional investments which have been relied upon for both direct expendable income and for indirect support for operating deficits. The combination of these factors compels private institutions to increase the direct costs to students at a rate greater than increases to students in the public sector. Without compensatory measures these conditions draw attention to the risk that all but the most affluent private institutions will either close or become enclaves for the very rich.

A Shift in Emphasis

Nevertheless, the changing post-secondary enrollment patterns now suggest that the focus of the Private College Contract Program should be shifted from its present emphasis on accommodating increasingly larger numbers of Minnesota residents. Instead, the program should more appropriately provide incentives to private colleges and universities to continue their present level of service to Minnesota residents and to continue to serve students from low income families.

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[1] *Minnesota Statutes 1971*, Sections 136A.18-.22.

[2] Earl J. McGrath et al, *Minnesota Private Higher Education: An Assessment of the Present Status and Future Role of Private Higher Education in Minnesota*, (Minnesota Higher Education Coordinating Commission, 1970).

[3] The Private College Contract Program provided $500 per student at four-year colleges and $400 at two-year colleges for both new residents and grant recipients.

The Commission recommends, therefore, that the Legislature reaffirm the principle that a vital private system of colleges and universities is essential to a balanced system of post-secondary education and to the maintenance of pluralistic opportunities for residents of the state by appropriating $5.6 million for the Private College Contract Program with $2.4 million to be expended in Fiscal Year 1976 and $3.2 million in Fiscal Year 1977. To encourage private institutions to continue their present level of service to Minnesota residents and to continue to serve students from low income families, the Commission recommends that the Private College Contract Program (M.S. 136A.20) be amended to authorize payments not to exceed the following amounts for each Minnesota resident enrolled as a full-time student in a private collegiate institution:

	Two-year Institutions	**Four-Year Institutions**
Maximum payment for Minnesota resident who is not a state grant-in-aid recipient	**$120**	**$150**
Maximum payment for each grant-in-aid recipient	**$400**	**$[illegible]00**

Full funding for payments of the maximum amount authorized under the Private College Contract Program would require an appropriation of approximately $7.2 million for next biennium. While such an appropriation would be desirable and in the best interest of both private colleges and state, the Commission recognizes that the increase required for full funding of the program cannot realistically be expected in a single biennium. An appropriation of $5.6 million is nearly twice the amount appropriated for the current biennium and will represent significant progress toward full funding for the program.

14. MINITEX

The Minnesota Interlibrary Telecommunication Exchange (MINITEX) attempts to maximize accessibility to all library resources in the state for any Minnesota citizen. This is accomplished through promoting and facilitating the use of existing resources.

The program is based on the assumptions that no library can be self-sufficient or responsive to all user demands individually. MINITEX supplements local resources and enables libraries to provide service which would be difficult to offer independently. It also involves local libraries as active participants in regional developments and in direct contact with other library networks in the nation.

Cooperative decision-making means expanded, improved, and more efficient and economical library services are possible. In times of cost escalation, insatiable user demands, uncertain funding, and the literature/information explosion, cooperative use and planning are essential to make judicious use of available funding.

A diagram of the MINITEX Program is provided below. Using the services developed through the MINITEX Program, most of the major library resources available in the state and listed on the right of the diagram are made accessible to the many participants in the MINITEX Program listed on the left of the diagram.

The program provides the communication network to facilitate sharing, expedite out-of-state interlibrary loans, and aid in the ordering and processing of materials.

The program has served as the catalyst for local sharing. This has been especially significant in locations of multiple academic institutions, i.e., Duluth, Mankato/St. Peter, Moorhead, Northfield, St. Cloud/Collegeville/St. Joseph, and Winona. Providing the model, MINITEX has encouraged significant advances in reciprocal borrowing, exchange of bibliographic data, joint collection development, courier service, and liberalized circulation policies that have increasingly taken place among the participants.

PARTICIPANTS

6	State Colleges
16	Private Colleges
6	University Campuses
18	Community Colleges
18	Regional Libraries
1	Private Reference Library
4	State Libraries
1	Hospital Library
5	Seminary Libraries

RESOURCES

University
CLIC (Cooperating Libraries in Consortium)
MELSA (Metropolitan Library Service Agency)
Minnesota State and Private Colleges
Minnesota Historical Society
Board of Health and State Departmental Libraries
Mayo Clinic
Midwest Health Science Library Network
WILS (Wisconsin Interlibrary Loan Service)
CRL (Center for Research Libraries)
NUC (National Union Catalog)

SERVICES

Communication Network
Shared Resources/Document Delivery
Bibliographic Data Base (MULS)
Collection Development
Information/Reference Network
Continuing Education
On-Line Bibliographic Searching

The primary value of MINITEX has been its contribution to quality education in Minnesota. It is estimated that a third of the academic faculty members outside the University's Twin Cities campus have utilized the service to prepare their course presentation. Additional faculty utilization aided ongoing scholarly research or writing. Many faculty members have testified to its usefulness in completing their degree. Most of the student use has been course related. Students have been allowed to pursue projects which are of primary interest and have become increasingly aware that information is available (identifiable and accessible) on almost any subject. Nationwide there has been a shift to independent study and adaptation to this trend simply would not have been feasible in Minnesota without the comprehensive research backup provided by the University library resources.

There has been a significant contribution to the medical care, industrial development, and government administration in the state. Doctors, businessmen, and government officials effectively use the system through their public libraries. The fact that research resources are accessible to all who have information needs certainly adds to the quality of life in Minnesota.

The MINITEX Program derived from a two-year pilot demonstration project (Minnesota Inter-Library Telecommunication Experiment) funded jointly in 1969 by the Louis W. and Maud Hill Family Foundation and the Library Division of the State Department of Education. Designed to test the feasibility of sharing the University of Minnesota library resources with out-state libraries, the project was successful and resulted in the MINITEX Program, funded by the 1971 and 1973 Legislatures. This enabled the development of a teletype custom-service library program for academic institutions in Minnesota, providing access for students and faculty at most post-secondary institutions. Access is provided to all other Minnesota citizens through their regional public libraries with this portion of the program supported by state and federal funds (LSCA Title III) and administered by the Office of Public Libraries and Inter-Library Cooperation, State Department of Education.

Wide Range of Resources Available

In addition, reciprocal agreements with the Wisconsin Inter-Library Service (WILS), the Center for Research Libraries, and the Midwest Health Science Library Network make their resources available to Minnesota libraries. In this system of sharing resources, more than 230,000 items will be provided during the 1973-75 biennium.

The Minnesota Union List of Serials (MULS) lists the periodicals, titles, and holdings of the major Minnesota academic, state agency, and public libraries. This machine readable bibliographic data base is updated and distributed quarterly on microfiche to all participants. Several libraries have been able to discontinue their union lists, thereby freeing personnel and monies for other purposes. This file became the base of the National Serials Data Program.

Most of the libraries participating in the document delivery service are connected by teletype and have almost instantaneous hard copy communication with MINITEX central office (University of Minnesota Wilson Library) and with each other. This communication network is used to do bibliographic searches utilizing time shared systems, expedite local and regional sharing, order materials and acquire cataloging data, and when necessary interface with libraries throughout the United States for inter-library loans.

A statewide reference and information network provides toll free telephone service to library users where local resources cannot meet their needs. Reference queries are answered, materials are located and sent, or arrangements are made to use some special collection. On-line bibliographic searches can be negotiated in education, chemistry, agriculture, engineering, geology, business, psychology, and medicine.

A viable sharing system, as well as the bibliographic knowledge of ownership and document usage patterns, forms the basis of a workable collection development plan. To alleviate impending storage pressures, monthly conference calls are held by serials librarians to insure against unnecessary gaps and duplications with individual libraries responsible for the binding, retention, and sharing of little used materials. A centralized periodical exchange program has provided 7,794 needed issues during Fiscal 1973-74.

To further expand use of library resources available through MINITEX, a continuing education program for reference librarians located in the metropolitan area was initiated during this biennium. It provided them with the opportunity to visit and become familiar with the major depositories in the state (75 per cent of the library resources are located in the Twin Cities), to examine new and expensive reference tools, to conduct on-line bibliographic research, and discuss reference problems with their colleagues.

The low operating cost, overall efficiency, and comprehensiveness of services, resources, and participation have provided Minnesota with one of the most effective inter-library networks in the country — one that is frequently cited by experts as a model for the nation.

Continued Service and Further Development

In order that continuing service may be provided under the MINITEX Program and that the program may be further developed during the next biennium, the Commission recommends that $956,860 be appropriated for the following purposes:

(1) Statewide Sharing of Resources ($600,000)
To continue statewide sharing among all types of libraries through the inter-library service; to explore the possibilities of cooperation with additional libraries (e.g., Cargill, Medtronic, 3M, and others), and of providing access to extension students and secondary school libraries. The budget request is based on 150,000 requests per year at $2 per request.

The volume of inter-library service in Minnesota has been amply demonstrated.

In addition to the over 100,000 requests that MINITEX processes annually, during 1973-74 three Minnesota regional consortia and the Office of Public Libraries and Inter-Library Cooperation (OPLIC) shared 46,851 items. MINITEX supported local couriers delivering materials between libraries, including MINITEX materials. There are now regular couriers in Mankato, Moorhead, Northfield, Rochester, St. Cloud, Winona, and the Twin Cities. The TWX communication network is vital to the operations of OPLIC, Tri-College University at Moorhead, and the Metropolitan Library Service Agency (MELSA). Conservative estimates for the future suggest a volume of 150,000 requests annually from the academic institutions.

Statistics indicate that it is possible to fill about 83.6 per cent of Minnesota library needs with Minnesota resources. Reciprocal arrangements with WILS, the Regional Medical Health Sciences Network, and the Center for Research Libraries provide access to an additional 4 per cent of library needs.

During the project a concerted effort has been made to discover the most economical methods and procedures. Through a combination of volume, project organization, staff morale, and procedures, the unit price per request has continuously decreased to the present level of $2. The national average cost for inter-library service is estimated between $7.50 and $12 per transaction. This is not for expedited service; it does not include the benefits or the costs of TWX, nor free photoduplication and courier delivery. Currently secondary students have access through their public libraries; however, the emerging Minnesota Educational Computing Consortium (MECC) and its Minnesota Educational Regional Interactive Time Share System (MERTISS) may provide alternate access for additional Minnesotans at no additional capital expense to the state.

(2) Serials Data Base (MULS) ($100,000)
To maintain serials data base (MULS), update quarterly and distribute to all participants, add Minnesota newspapers to base, and to use this bibliographic record to encourage planning and foster inter- and intra-institutional cooperation for serials purchases, retention and binding.

While the sharing of resources (inter-library service) is important, the real benefits, both educationally and economically, will accrue from a state bibliographic data base. The knowledge of what is owned and where it is located is essential in order to make full utilization of all state resources, without duplication and gaps, and to engage in meaningful long-range planning and collection development. The unprecedented spiraling costs of periodical purchase, processing, storage, bindery and retrieval necessitate overall planning in order to make judicious use of available funding.

(3) Catalog Support Services ($180,000)
To obtain financial support for continuation of the pilot project of providing access to Library of Congress Machine Readable Cataloging (MARC) tapes, production and distribution of catalog cards, and the generation of a machine readable record.

The demand for information continues to grow while the costs of its acquisition and processing have reached limits beyond the capacities of most libraries. However, by cooperating and utilizing the capabilities of the developing MECC network, shared cataloging products and the use of national machine readable bibliographic services can be available to all of the participants.

During October 1974 through March 1975, MINITEX is conducting a limited catalog support experiment. Selected libraries will be provided with computer produced catalog cards from the Library of Congress MARC tapes. At the same time, a machine readable record of these transactions will also be generated and could become the base of a state bibliographic data base. Careful monitoring will determine the costs and benefits of a statewide processing network. The operating hypothesis is that the experiment will allow individual libraries to stabilize technical service costs and shift personnel into public service. Current projections suggest that after the conversions, participating libraries might pay for computer produced cataloging products on a charge basis, and also pay for the costs of local equipment needed for these activities.

(4) Reference and Information Network ($20,860)

To obtain matching financial support for the academic segment of state supported reference and information network. Title III of the Library Services and Construction Amendments of 1970 (LSCA) will support the public library segment.

If a patron has a need for information that cannot be provided because of limited resources in the local library, there should be some responsive method of assisting local libraries to serve this patron.

LSCA Title III funds granted $20,000 to conduct a pilot demonstration project to test the need and value of a statewide reference and information network. One of the benefits of the program is that it gives reference librarians who work in small isolated libraries a sense of community with other reference librarians. Frequently a suggestion of what sources to use has been helpful; other times sources are found only after extensive searching in the University collection or, frequently, a long distance telephone call.

(5) Collection Development ($40,000)

To improve cooperative decision-making in collection development through identification of needs, to assist in writing local, regional and state collection plans, and to seek outside funding for additional resources.

In the long run, the most valuable benefit of MINITEX will probably be the part it plays in the decision-making process. The data gathered from usage patterns should be invaluable in assigning staff and in collection development. Gradually local libraries will have the collection needed to support their curriculum and be responsive to most of their patrons' needs. Peripheral items, which can be obtained when necessary, can then be held in fewer locations. It is indeed rare for a state to have five years of documented unmet needs; MINITEX's records have been analyzed as a part of a study for the National Commission on Libraries and Information Science. This data should be used to generate some grant support for collection development in Minnesota.

A surprisingly effective exchange program has developed. Serials librarians submit their want lists and missing issues and volumes are supplied. During Fiscal 1973-74, 7,794 needed issues or volumes were sent out through the regular MINITEX delivery system. In addition, literally thousands of duplicates and withdrawn items were sent to MINITEX through the same system.

Through the MINITEX requests it has been possible to identify needed items which are not available in the state. No one institution could currently justify purchasing most of these items, unless needed collectively. Items such as Congressional Statistics, which cost $20,000, could be purchased, and located at the institution best equipped to share it statewide.

(6) Continuing Education ($16,000)

To expand continuing education program for Minnesota library personnel through 100 one-week training sessions at MINITEX central office and to conduct 12 annual regional workshops.

No matter how good any library collection is, its usefulness will be determined by the caliber of its staff in organizing and servicing the collection. Minnesota can be justly proud of its professional librarians. They and the supporting clerical staffs need regular in-training sessions in order to provide their patrons with the best possible service in the most economical fashion.

15. EDUCATIONAL TECHNOLOGY

In our daily lives we are constantly using applications of technological advances, and various advertising media regularly remind us of new or altered applications awaiting our command. It is not uncommon to find public school systems and collegiate campuses equipped with classroom television receivers, computer consoles, video-tape recorders, language laboratories, film libraries and projection equipment, and many other sophisticated tools for assisting in the educational process. There are some, however, who question how effectively these resources are being utilized. Although most educational training programs now include at least introductory courses on the various forms of mediated instruction, there are a number of concerned critics who believe that the existing potential of educational technologies is not being properly realized.[1] One recent estimate indicates that throughout the educational establishment less than 5 per cent of instruction involves some form of mediated delivery.[2]

These critics are acutely aware of public demands for more efficient and more effective education at all levels and for extending educational opportunity to a greater proportion of the society. They are also conscious of the accelerating demands on public resources and the implications of changes in birth rates on enrollments and staffing patterns at all levels of education. Although proposals for increased use of instructional technologies cover a wide range, they generally are directed to supplementing traditional teaching methods rather than supplanting them. The general improvement and enhancement of the educational process remains as the overriding objective.

A Definition of Educational Technologies

As in many complex areas, there are numerous attempts to define and delimit the broad scope of the term educational technologies, and each group believes its definition is the most accurate. The more simplified definitions refer to the actual media developed in the communications revolution which are available for use in the instructional process as supplements to the teacher, textbook, and blackboard.

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[1] The Carnegie Commission on Higher Education, *The Fourth Revolution*, (New York: McGraw-Hill Book Company, 1972); and The Commission on Instructional Technology, *To Improve Learning*, New York: R. R. Bowker Company, 1970); and Russell Burris, *A Regional Program to Support Instructional Development in Higher Education*, University of Minnesota, 1970).

[2] Commission on Instructional Technology, *To Improve Learning*, p. 21.

This is most likely a commonly understood definition incorporating television, films, computers, and other well-known media forms. In general, the use of these media forms is independent and isolated rather than in combination or series.

A more coordinated approach to the use of educational technologies is advocated by those who see the overall potential as greater than that represented by the individual technologies, and who advocate that the application of educational technologies should encompass both the learning and teaching processes. They argue that it is "a systematic way of designing, carrying out, and evaluating the total process of learning and teaching in terms of specific objectives, based on research in human learning and communication, and employing a combination of human and non-human resources to bring about more effective instruction. The widespread acceptance and application of this broad definition belongs to the future."[3]

A recent report from the Carnegie Commission, *The Fourth Revolution*, accepts a major portion of the broad definition and plots a recommended pattern of planned implementation of educational technologies over several decades.[4] For instance, by 1980 the Carnegie Commission recommends that institutions of higher education accept a broad definition of instructional technology and some applications be in effect with both state and federal support.[5] In the year 2000 the Commission anticipates that all instructional technology identifiable in 1972 will be in general use and the availability of independent study will have become widespread as one outgrowth of these applications.[6] The table below is indicative of the broad range of technologies used in the Carnegie study and also illustrates the independent predictions of both faculty and technologists in the application process.[7]

Table 1
FACULTY MEAN PREDICTIONS OF AVAILABILITY AND ROUTINE UNDERGRADUATE AND GRADUATE USE, AND TECHNOLOGISTS' MEAN PREDICTIONS OF ROUTINE USE OF NINE BASIC TECHNOLOGIES

Use	Faculty predictions of availability	Technologists' predictions of routine use	Faculty predictions of routine use for undergraduates	Faculty predictions of routine use for graduates
Routine audiovisual technology	1972	1974	1975	1989
Programmed instruction	1975	1976	1982	2010
Routine computer-assisted instruction	1977	1979	1982	1992
Computer simulation	1979	1979	1983	1985
Advanced computer-assisted instruction	1984	1989	1992	1996
Computer-managed instruction	1986	1983	1995	2005
Remote classroom feedback	1974	1979	1984	1996
Student-initiated access to audiovisual	1975	1979	1979	1986
Computer-aided course design	1983	1983	1992	2003

In recognition of the possibility of unrealized potential for students, faculty, and institutions of post-secondary education in Minnesota through a lack of sufficient utilization or coordination of instructional technologies, the Coordinating Commission staff began discussions several months ago with representatives of the systems of post-secondary education and the private sources of mediated educational programming. These discussions and concurrent research were designed to assess alternatives to the present program and advisory structures in the various educational technology areas.

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[3] The Commission on Instructional Technology, *To Improve Learning*, p. 8.

[4] Carnegie Commission on Higher Education, *The Fourth Revolution: Instructional Technology in Higher Education*, (New York: McGraw-Hill Book Company, 1972).

[5] *Ibid.*, pp. 89-90.

[6] *Ibid.*, p. 93.

[7] *Ibid.*, p. 39.

These discussions invariably led to the common conclusion that the most effective use of state and institutional resources will occur within an integrated planning, policy, and program system which incorporates each of the technological provinces into the primary objective of improving and enhancing the instructional process. The corollary of equal import is that this integration will serve faculty and students better as they search for more effective instructional modes within various disciplines and through various methodologies.

In the fall of 1974, the Commission took action in recognition of the need for more integrated planning within the broad range of educational technologies with the establishment of an advisory structure designed to advise the Commission on planning, policy, and program activities in the broad area of technology as it relates to learning and the instructional process. Significantly, this group incorporates representatives from both public and private sectors who are faculty, technologists, planners, and general public citizens interested in improving education.

The 1974 Update Study

During the same period, the Commission has conducted a study to assess the impact and future promise of the inter-institutional television program operated on a regional basis under the administration of MHECC since 1967. The results of the 1974 Update Study may be summarized as follows.[8]

In a general assessment the study found that since its inception, the inter-institutional television project has achieved a record of both successes and failures. Overall, the results of the program have been modest. The most positive benefits have accrued to intra- rather than inter-institutional activities. Those programs produced through the project usually have been limited in scope and marginal in quality; and multi-campus participation in their development has been minimal, and the rate of multi-campus utilization usually has been low. The major cause for these results may be found in the way the program presently is organized and the manner in which it operates and that a re-organization is essential for future improvement.

The study re-asserts the need for inter-institutional cooperation in developing and in using instructional materials which are produced and used in conjunction with educational technologies. It asserts that duplication in post-secondary education could be lessened through this process, that ineffectiveness of uses could be reduced by pooled resources and greater efficiency could be obtained by a concentration of effort.

In addressing future needs for the use of educational technologies on an inter-institutional basis, the update study recommends a restructured statewide program with greater emphasis on content development with the common objectives of producing better quality instructional materials and improving the use rate of these materials throughout the state. To implement these recommendations the study advocates the re-allocation of the state's investment through the development of a statewide team to coordinate the process, monitor and evaluate the results, facilitate increased usage of materials, and monitor contracts for production of materials and the leasing of externally produced materials.

The findings of the update study and the accompanying recommendations have been analyzed by advisory committee members and the Commission staff. Individual and institutional assessments also have been sought and some received in time to be taken into account in the process of drafting policy proposals.

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[8] The Minnesota Higher Education Coordinating Commission Update Study Staff. *The Minnesota Inter-Institutional Television Project: 1974 Update Study*, (1974).

There appears to be a general consensus that the current inter-institutional television program has not achieved a sufficient level of success to merit its continuation without major structural and organizational changes. To achieve a higher level of success combined with reasonable cost effectiveness appears to require a stronger role in the development and dissemination at the statewide level. The recommendations of the update study and modifications of these recommendations by the staff have not gained sufficient support within the post-secondary education community to allow confidence that an implementation of these recommendations would be productive during the next biennium.

Although the 1974 Update Study suggested that the statewide interest in the uses of television and other media had been too limited and that additional potential markets for the uses of mediated instruction had not been explored, the study did not address the major policy questions pertaining to the uses of mass media for the delivery of post-secondary instruction. The lack of some comprehensive assessment and planning effort aimed at developing appropriate state policy and action to guide future development of the use of television and other mass media for delivering post-secondary education off campus is a serious deficiency — a deficiency that becomes increasingly crucial as expanded emphasis is placed upon non-traditional approaches to post-secondary education designed to permit learning to occur in a variety of locations and on reaching an increasingly larger adult population in locations away from the campus. The general effectiveness of the mass media for informing and stimulating the larger population has been well demonstrated, but the way in which the mass media should be viewed and utilized in achieving the state's goals for post-secondary education has not been adequately addressed.

Available evidence suggests that mass media (i.e., broadcast television, FM radio, newspapers, computers) are currently being used at minimal levels for the delivery of post-secondary education in Minnesota. Although many frequently allude to the potential benefits of increased use of the media for instructional delivery, it appears that financial uncertainty, pedagogical inertia, and lack of follow through are frequent inhibitors to a greater realization of this latent potential.

The Commission recognizes two major reasons for exploring the feasible options for greater use of mass media in Minnesota. It is apparent that students now emerging from secondary education have grown accustomed to sophisticated uses of technologies in both their formal and informal educational experiences. These students generally have demonstrated a positive response to learning through the medium of an animated visual image as well as programmed audio or computer assisted instruction. It is a reasonable hypothesis that this generation and its successors will expect to continue to have a significant portion of their post-secondary educational experiences derived through the application of various technologies. Mass media could be an important element in the delivery of both informal and formal educational activities.

The second reason is derived from the demographic characteristics of Minnesota. Given the square mileage of the state and the population distribution, it is readily apparent that those located in the most sparsely and heavily populated areas are likely to find that the accessibility to post-secondary educational services is uneven at best and in some cases not realistically at hand. Many of their needs and interests could be reasonably served through a coordinated use of mass media. A similar hypothesis may prevail in the broad area of continuing education and in-service training. If these potential markets are to be equitably served, some forms of mediated delivery will be essential.

While there are a number of efforts currently being made in Minnesota to make better use of the potential of broadcast and cable television, FM radio, and newspapers, these efforts are generally uncoordinated, underfinanced, and intermittent in effect. There are also numerous activities in other states and at the national level which may offer the opportunity for interstate or consortium arrangements for both direct and indirect delivery of post-secondary instruction.

In accordance with the observations made above, the Commission has reached the following conclusions:

Commission Conclusions About Use of Television and Other Media

1. Television as well as several other instructional technologies can be a powerful instructional tool which ought to be used to the fullest feasible extent.
2. The current inter-institutional television program is not achieving sufficient results to justify continued support for the program in its present form.
3. The restructuring of the program as recommended in the update study has not attracted sufficient support within the post-secondary education community to provide confidence that implementation of the recommendations would be productive.
4. To the extent that the current program is providing support for viable intra-institutional television efforts, such support should be provided directly to the institutions and intra-institutional television programs.
5. The potential for using television and other mass media to deliver post-secondary education broadly to the larger population should be thoroughly assessed and planning to develop adequate state policies and action for the use of mass media in post-secondary education should be formulated.

Commission Recommendations for Educational Technology Policy

Given these conclusions, the Commission believes that funds which might otherwise be appropriated for the current inter-institutional television program would be better invested if the major portion of these funds were used to support intra-institutional television activities and a modest portion of the funds were utilized to assess the broader use of television and other mass media for delivering post-secondary education to the larger population. The Commission recommends:

1. **That the current approach to inter-institutional television be discontinued and that no funding for this approach be provided for the 1976-77 biennium.**
2. **That all inter-institutional television equipment which has been purchased with inter-institutional television funds be transferred to those individual institutions at which such equipment currently is located, effective July 1, 1975.**
3. **That equipment transferred to individual institutions be used for intra-institutional television activities and available for contract use for any inter-institutional programming for which equipment is suitable and accessible.**
4. **That the major portion of funds which otherwise might be used to support the current approach to inter-institutional television programming be used to support intra-institutional television activity to the extent that budget requests for such support can be justified.**
5. **That the 1975 Legislature appropriate $50,000 to the Higher Education Coordinating Commission for assessing the potential**

and developing plans with respect to state policy and action on utilization of television and other educational media for delivering post-secondary education to the larger population. Detailed plans for this effort will be developed by the executive director of the Higher Education Commission in cooperation with the Higher Education Advisory Council.

16. STATEWIDE TESTING

Minnesota has had a Statewide Testing Program for over 45 years. During this time post-secondary education has undergone dramatic change with increased diversity in institutions, programs, and students. As these changes have occurred, the needs for a state assessment program have changed. Although the current Statewide Testing Program has attempted to respond to the different needs that have evolved, lack of consensus about the goals and desirable outcomes from the program exacerbated by funding complications and the necessity of charging student fees have combined to undermine the viability of the current program.

In this context, therefore, the Association of Minnesota Post-Secondary Education Institutions (AMPSEI), desiring a statewide testing program yet concerned about the prospects of the current program, requested the Commission to assume responsibility for the test. An important aspect of the request was the establishment of a statewide committee to help resolve the present conflict that exists in statewide assessment goals and to identify desirable instrumentation and funding strategies to accomplish program goals. An important additional objective of the AMPSEI recommendation was to obtain a legislative appropriation for a statewide test program in order to provide a more stable and equitable funding base for the program, to maximize the number of students and high schools participating in the program (some high schools have dropped out under the present arrangement), to eliminate negative incentives that encourage students to take the wrong test, and to provide a common instrument for all students. Under the present arrangement the program is financed by institutions, systems, and students. Two different instruments or tests are offered to students: the School and College Ability Test (SCAT) and the Preliminary Scholastic Aptitude Test (PSAT). While the SCAT is provided free of charge, the student must pay $2.50 to take the PSAT which tends to be the instrument recommended for college bound students. It is alleged that under this differential pricing system some college bound students who are encouraged to take the PSAT are not doing so because of the fee. State funding at the level suggested by the AMPSEI ($250,000 per year) would eliminate this problem.

Because a statewide test program would be used by all sectors of post-secondary education and might therefore be considered a post-secondary education problem falling within the purview of the Commission and because the present structure for the current program has not proved effective in adapting the test to changing circumstances in post-secondary education, the establishment of a committee by the Commission to provide recommendations regarding the nature of statewide assessment, the goals for a statewide assessment program, and possible strategies for the financing and administration of a statewide assessment program would help to resolve the difficulties encountered by the present program.

In this context, therefore, the Commission approved the following statement indicating its intent in regard to a statewide testing program:

> **Recognizing the long history of the Statewide Testing Program in Minnesota and the desire of the AMPSEI that it be continued, the Commission will assume responsibility for the program if it is requested to do so by the Legislature and if the Commission is provided with necessary funds. In addition, regardless of legislative action, the Commission will establish a committee to examine statewide assessment and to develop recommendations regarding overall goals and desirable procedures for a statewide assessment program in Minnesota. Representation on the committee will include the Minnesota Department of Education (Instruction Division and Vocational-Technical Education Division), State College System, University of Minnesota, State Community College System, Minnesota Private College Council, Minnesota Association of Secondary Principals, Minnesota School Counselors Association, Minnesota Association of Private Vocational Schools.**

MINNESOTA HIGHER EDUCATION COORDINATING COMMISSION ADVISORY COMMITTEES FOR THE BIENNIUM

ADVISORY COUNCIL ON COMMUNITY SERVICE AND CONTINUING EDUCATION

Dr. Roland Abraham, Director
Agricultural Extension Service
University of Minnesota, St. Paul

Thomas Anding, Associate Director
Center for Urban and Regional Affairs
University of Minnesota, Minneapolis

Dr. Robert Barrett, Director
Urban Studies Institute
Mankato State College

Bruce Bauer
North Hennepin Community College

Dr. Howard Bergstrom
Director of Accreditation and Evaluation Section
State Community College Board

Morton Carney
Austin Area Vocational-Technical Institute

Dr. Robert Clyde, Director
Social Science Research Center
Augsburg College

Dr. James Connolly
Department of Rhetoric
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Dr. Donald Crawford
Vice President for Academic Affairs
College of St. Teresa

Reynold Erickson, Director
Pupil Personnel Services Section
State Department of Education

Lawrence Erie
Community Education
State Department of Education

Mr. Thomas Filla
State Department of Education

Dr. Thomas Fish
Director of Community Service
College of St. Thomas

Dr. John Frey
Dean of Instruction
Worthington Community College

Mr. Edward Gersich, Director
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Bemidji State College

Orley Gunderson
Assistant Director
East Grand Forks Area Vocational-Technical Institute

Ms. Janet Hagberg
Assistant Professor
Minnesota Metropolitan State College

Dr. Robert Johnson, Vice President
Public Services and Development
Southwest State College

Floyd Keller, Director
Elementary Education
State Department of Education

Dr. John Kendall, Chairman
Department of Psychology
Gustavus Adolphus College

John Kotlark, Director
Community Service
Anoka-Ramsey Community College

John Langerud
Brainerd Community College

Vern Maack
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Dave McCullough
Adult Coordinator of Vocational Education
Division of Vocational-Technical Education
State Department of Education

Harold Miller, Dean
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Dr. Ivan Olson, Director
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Dr. O. William Perlmutter
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Dr. Raymond Peterson
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Division of Instruction
State Department of Education

Bert Phillips
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Willmar Community College

David Schroeder
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Dr. Lee Stauffer, Dean
School of Public Health
University of Minnesota, Minneapolis

Dr. John Tomlinson, Vice President
Academic Affairs
St. Cloud State College

Dr. Catherine Warrick
Director of Non-traditional Studies
Moorhead State College

CURRICULUM ADVISORY COMMITTEE

Howard E. Bergstrom
Director of Accreditation and Evaluation Section
State Community College Board

Robert Bergstrom
Assistant to the Chancellor for Occupational Programs
State Community College Board

Edgar M. Carlson
Executive Director
Minnesota Private College Council

Michael Cullen
Director
Willmar Area Vocational-Technical Institute

Charles Graham
President
St. Cloud State College

Robert A. Hanson
Vice President for Academic Affairs
Moorhead State College

Gary Mays
Vice-Chancellor for Academic Affairs
Minnesota State College System

Kenneth L. Janzen
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Hamline University

Curtis Johnson
President
Inver Hills Community College

Sister Karen Kennelly
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Clifford Larson
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Northwestern Electronics Institute

Neen Lillquist
Director of Education
Minnesota Hospital Association

Robert Madson
Director — Program Operations
State Department of Education

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Associate Director for Health-Related Sciences Program
Mayo Clinic

Donald Sargeant
Head — Office of Academic Affairs
University of Minnesota, Crookston

James Staloch
Coordinator — Post Secondary Vocational Education
State Department of Education

James H. Werntz, Jr.
Director — Educational Development and Professor of Physics
University of Minnesota, Minneapolis

Kenneth Zimmerman
Assistant Dean — Graduate School
University of Minnesota, Minneapolis

The following individuals also served on the Curriculum Advisory Committee during the past biennium:

Francis Boddy
Professor — Economics Department
University of Minnesota, Minneapolis

May Brodbeck
Vice-President for Academic Affairs
University of Iowa

Ellis Jones
Associate Dean
Gustavus Adolphus

A. J. Linck
Acting Associate Vice President
Academic Administration
University of Minnesota, Minneapolis

Lloyd Lofquist
Professor — Psychology Department
University of Minnesota, Minneapolis

Dale Lorenz
President
Normandale Community College

Douglas D. Moore
President
Mankato State College

EDUCATIONAL TECHNOLOGY COMMITTEE

Robert K. Anderson
Coordinator
Technical Occupations
Vocational-Technical Education Division
State Department of Education

Howard Bergstrom
Director
Accreditation and Evaluation Section
Community College System

Sister Joan Braun
Academic Dean
College of St. Scholastica

Luther Brown
Dean
Learning Resources Services
Chairman — Department of Libraries and Audio-Visual Education
St. Cloud State College

Robert Davies
Dakota County AVTI

Chris Donaldson
Assistant General Manager and Program Director
Twin City Area Educational Television Corporation
KTCA/KTCI TV

Harold Gardner
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Audio-Visual Department
Normandale Community College

Warren Gardner
Associate Professor of History
Southwest Minnesota State College

Sheldon Goldstein
Professor
Associate Director for Programming
University Media Resources
Rarig Center for the Performing Arts
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William Kling
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Minnesota Educational Radio, Inc.

Etny Nequette
Librarian
Anoka-Ramsey Community College

John Nettleton
Superintendent
Independent School District #152

Maynard Reynolds
Professor
State Department of Special Education

Lucile Roemer
Librarian
Duluth Public Library

Peter Roll
Special Assistant to the Vice President
Academic Administration
University of Minnesota

Terrence Saxton
Senior Principal Research Engineer/Scientist
Systems and Research Center
Honeywell, Inc.

John Schwarzwalder
Executive Vice President and General Manager
Twin City Area Educational Television Corporation
KTCA/KTCI TV

William Siemering
Manager
KCCM
Concordia College, Moorhead

James Spear
Professor
Audio-Visual Communications
Winona State College

Harry Webb
Director
Audio-Visual Center
College of St. Thomas

FINANCIAL AID ADVISORY COMMITTEE

Helener Currier
Student Personnel Officer
University of Minnesota, Minneapolis

Duane Erickson
Financial Aids Counselor
Hibbing Community College

R. G. Gustafson
Financial Aids Officer
St. Cloud AVTI

Bernard Hampton
Financial Aids Officer
916 AVTI

Don Johnson
Financial Aids Officer
Anoka-Ramsey Community College

Milford Johnson
Director of Financial Aid
St. Cloud State College

Clifford Larson
President
Northwestern Electronics Institute

*Thomas B. Levig
Director of Financial Aids
Mesabi Community College

Bob Lietzau
Director of Financial Aid
Winona State College

Philip F. Morgan
Student Personnel Officer
University of Minnesota, Minneapolis

*John Schullo
Assistant Director of Financial Aids
Bemidji State College

*H. Dale Smith
Assistant Executive Director
Minnesota Higher Education Coordinating Commission

Elizabeth J. Stepan
Director of Financial Aids
St. Mary's College, Winona

Margaret K. Weigel
Director of Financial Aid
College of St. Teresa

The following individuals also served on the Financial Aid Advisory Committee during the past biennium:

Henry Folkerds
Director of Financial Aids
Golden Valley Lutheran College

*James Hausman
Director of Financial Aid
Concordia College, Moorhead

Morris Lundgren
Financial Aids Officer
Staples AVTI

Gary P. Ness
Director of Financial Aids
Normandale Community College

Leonard C. Wenc
Director of Financial Aid
Carleton College

Nicholas Whelihan
Director of Financial Aid
University of Minnesota, Duluth

*Ex-officio members

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Edgar M. Carlson
Executive Director
Minnesota Private College Council

Howard B. Casmey
Commissioner
Department of Education

Philip C. Helland
Chancellor
State Board for Community Colleges

C. Peter Magrath, President
University of Minnesota
Minneapolis

G. Theodore Mitau
Chancellor
State College Board

ADVISORY COMMITTEE ON MEDICAL EDUCATION PROGRAMS AT ST. PAUL-RAMSEY HOSPITAL

Mrs. Donald DeCourcy
Commissioner
Ramsey County Board of Commissioners

J. Peter Devine
St. Paul

Dr. Richard D. Ebert
Professor of Medicine
University of Minnesota, Minneapolis

Dr. Kenneth Holmquist
Administrator
Bethesda Hospital, St. Paul

Dr. Lloyd L. Leider Jr.
Lowry Medical Arts Building, St. Paul

Dr. John F. Perry Jr.
St. Paul-Ramsey Hospital

Dr. Robert Reif
St. John's Hospital, St. Paul

Dr. Joseph Resch
Professor
Neurology Department
University of Minnesota, Minneapolis

Roger Starn, Administrator
St. Luke's Hospital Division
of United Hospitals, St. Paul

Mrs. Mary Schertler
MHECC
St. Paul

MINITEX ADVISORY COMMITTEE

Forrest Brown
Librarian
College of St. Olaf

Al Dollerschell
Librarian
Rochester State Community College

Russell DuBois
Head Librarian
University of Minnesota, Morris

Ralph H. Hopp
Associate Director and University Librarian
University of Minnesota, Minneapolis

Edward Jacobsen
Winona State College

Gene Reddemann, Coordinator
Facilities and Equipment Programs
Minnesota Higher Education
Coordinating Commission

Alice Wilcox, Director
MINITEX
University of Minnesota, Minneapolis

EX OFFICIO

Hannis Smith
Public Libraries Director
Administration Division
State Department of Education

MINNESOTA POST-SECONDARY EDUCATION PLANNING COMMISSION

Robert Bergstrom
State Board for Community Colleges

John M. Brunier
Minneapolis

Daniel Burton
Public AVTI representative
Mankato

Lawrence Demarest
St. Mary's Junior College

Mary Dooley
Mankato State College

Catherine Nelson Feste
Private College representative
Hopkins

William Gonzalez
University of Minnesota
Minneapolis

Garry D. Hays
State College Board

Edwin T. Herbig Jr.
Waseca

Lucy Hobert
Minneapolis

George Hulstrand
Willmar

Richard Kohlhase
Mesabi Community College

Tobey Lapakko
St. Paul

Clifford Larson, President
Northwestern Electronics Institute

Larry Litten
Carleton College

Jean Magraw
St. Paul

Emil Marotzke
Detroit Lakes

William Maupins
University of Minnesota
Duluth

Bruce Maus
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Morris

Michele McCabe
Grand Rapids

David McKenna
Fairmont

Jack Mogelson
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Jerome Moss
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Minneapolis

W. C. Nemitz, president
Rasmussen School of Business

Horace Olson
Jackson AVTI

Ronald Olson
Public AVTI representative
Hopkins

Mary Phillips
St. Paul

Sister M. Joyce Rowland, president
College of St. Teresa

Mary Rusten
The McConnell School, Inc.
Minneapolis

Neil F. Sands
Community College representative
Osseo

Sig Stangeland
Moorhead

Preston Thompson
North St. Paul

Nancy Wangen
Minnetonka

The following individuals were also elected to the Minnesota Post-Secondary Education Planning Commission during the past biennium:

Clarence Harris
Maplewood

C. F. McGuiggan
Marshall

James Robinson, president
Macalester College

Judge Gail Murray
Hibbing

ADVISORY COMMITTEE ON NON-TRADITIONAL STUDIES

Dr. John Alexander
Head of English Department
College of St. Scholastica

Mr. Arlan Burmeister
Director of Outreach
Metropolitan Community College

Ms. Verity Crumlett
Student
Mankato State College

Mr. Ray Freund—Director
Area Vocational-Technical Institute
Faribault

Dr. Carl R. Gerber
President
Lakewood Community College

Dr. Robert Hanson
Vice President for Academic Affairs
Moorhead State College

Mr. Donald Harkcom
Director of Management
Information Services
State Community College Board

Dr. Garry D. Hays
Vice Chancellor for Academic Affairs
State College Board

Ms. Gwyn Jones-Davis
Director
Antioch Minneapolis Communiversity

Sister Kathleen Kalinowski
Dean of Center for Continuing Education
College of St. Benedict

Dr. Barbara Knudson
Dean
University College
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Mr. George McGuire
Manager of Auxiliary
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Area Vocational-Technical Institute

Dr. Harold Miller
Dean of Continuing Education and Extension
University of Minnesota, Minneapolis

Dr. Douglas Moore, President
Mankato State College

Ms. Jane Stamstad
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St. Olaf College

Mr. William Stock
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Division of Vocational-Technical Education
State Department of Education

Mr. Mark Sundquist
Acting State Civil Training Director
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Dr. James Werntz
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Director of Education
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PROJECT TEAM ON NON-TRADITIONAL STUDIES

Dr. Donald Draine
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Coordinating Commission

Dr. David Laird
Director of Inter-Institutional
Program Planning
Minnesota Higher Education
Coordinating Commission

Mr. Leslie Westin
Coordinator of Continuing
Education and Community Service
Minnesota Higher Education
Coordinating Commission

NURSING EDUCATION ADVISORY COMMITTEE - 1973

Arden Anderson, MD
Brainerd

Miss Annie Baldwin, RN
Assistant Professor and
Community Health Coordinator
South Dakota State University

Melvin Conley
Executive Director
Baptist Hospital Fund, St. Paul

Mrs. Adella Espelien, RN
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St. Cloud

Mrs. Ruth Gabrielson, RN
Director
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Miss Thelma Hemmes, RN
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Miss Helen Jameson, RN
Director of Nursing
Mount Sinai Hospital, Minneapolis

Mr. LeRoy Jenson, LPN
Minneapolis

Miss Evelyn Jernberg, RN
Director
Public Health Nursing Service
St. Louis County Health Department
Duluth

Miss Faye Kubichek, RN
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Division of Nursing
Mankato State College

Mrs. Ann Larson, RN
Instructor
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Mrs. Carol Mills, RN
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Sister Gretta Monnig, RN
Director
Career Mobility Project
Minnesota Nurses Association

Sister Anne Joachim Moore, RN
President
St. Mary's Junior College

Mrs. Janice Opsal, RN
Director
Alexandria Area Vocational-Technical Institute
School of Practical Nursing

Barbara Redman, RN, Ph.D.
Professor
School of Nursing
University of Minnesota, Minneapolis

Mrs. Dale Sainio, LPN
Eveleth

Mrs. Martha Schelling, RN
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Department of Nursing
Metropolitan State Community College

Miss Alma Sparrow, RN, Director
Public Health Nursing Faculty
University of Minnesota, Minneapolis

Mr. Arthur Wheeler, RN
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Mrs. Robert Williamson, RN
Indian Health Board
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CONSULTANTS

Mrs. Margaret Baach, RN
Associate Executive Secretary
Minnesota Board of Nursing

Mr. Dennis Boland, RN
Chief of Nursing Services
Residential Bureau
Minnesota Department of Public Welfare

Miss Frances Decker, RN, Director
Section of Nursing
Minnesota Department of Health

Miss Ruth Hass, RN
Associate Executive Director
Minnesota Nurses Association

Mr. Dennis Layer, Education Director
Minnesota Association of Health Care Facilities

Mrs. Anita Lillquist, RN
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Minnesota Hospital Association

Mr. Steve Mosow, Assistant Health Planning Director
Comprehensive Health Planning
State Planning Agency

Eugene Rinkey, MD
Vice Chairman of Nursing Liaison Committee
Minnesota State Medical Association

Miss Joyce Schowalter, RN
Executive Secretary
Minnesota Board of Nursing

Miss Jeanine Smith, LPN, Executive Director
Minnesota Licensed Practical Nurses Association

Mr. Kenneth Terry, Executive Director
Minnesota League for Nursing

MHECC NURSING EDUCATION ADVISORY COMMITTEE - 1974

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Brainerd

Melvin Conley
Executive Director
Baptist Hospital Fund, St. Paul

Thelma Jahnke
Director
Abbott-Northwestern Hospital
School of Nursing, Minneapolis

Helen Jameson
Director of Nursing
Mount Sinai Hospital, Minneapolis

Evelyn Jernberg
Director
P.H.N. Service
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Hazel Johnson, Ph.D.
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Department of Nursing
Gustavus Adolphus College

Jean Kintgen, Ph.D.
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Nursing Education Consortium
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Rita Kroska, Ph.D.
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Division of Nursing
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Ruth Kuechenmeister
(Public member of C.H.P.B. Council, SE)
Lyle

Mary Mergens
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Mrs. Dale Sainio, LPN
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Barbara Sipson
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Min-Dak Areawide C.H.P. Council
Moorhead

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Dennis Boland, RN
Chief of Nursing Services
Residential Bureau
Minnesota Department of Public Welfare

Frances Decker, RN
Director
Section of Nursing
Minnesota Department of Health

Ms. Ruth Hass, RN
Associate Executive Director
Minnesota Nurses' Association

Rick E. Carter
Associate Director
Minnesota Association of Health Care Facilities

James Collins
Director of Education
Minnesota Hospital Association

Steve Mosow
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Comprehensive Health Planning
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Eugene Rinkey, MD
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Minnesota State Medical Association

Ms. Jeanine Smith
Executive Director
Minnesota Licensed Practical Nurses Association

Kenneth Terry
Executive Director
Minnesota League for Nursing

Ms. Phyllis Conrad
President
Minnesota Federation of Licensed Practical Nurses

RADIO ADVISORY COMMITTEE

Mr. E. Scott Bryce, Coordinator
Association of Minnesota Public Education Radio
Stations (AMPERS)
Performing Arts Center
St. Cloud State College

Dr. John DeSanto, Supervisor
Radio-Television Services
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Mr. Frank Engdahl
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Mr. Kris Geisen, Director
Radio Broadcasting
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Mr. Richard Hill, Director
Radio and Television
Rainy River State Junior College

Mr. Al Hulsen
Radio Station KSJR
St. John's University
Vice President and General Manager of Stations
Minnesota Educational Radio
Radio Stations KSJR/KSJN/KCCM
St. Paul

Mr. Milford Hensen
Director and General Manager
Radio State WCAL
St. Olaf College

Mr. William Kling, President
Minnesota Educational Radio
Radio Station KSJR
St. John's University
Radio Station KSJN
St. Paul

Mr. William McGinley
Acting Director
Mass Communications Institute
Mankato State College

Mr. Soren Munkhof, Director
Radio and Television
Southwest Minnesota State College

Mr. Howard Rokke, Director
Radio Station KAVS-FM
Audio-Communications Class
Thief River Falls Area Vocational-Technical Institute

Mrs. Marion Watson, Program Director
Radio Station KUOM
Department of Media Resources
University of Minnesota, Minneapolis

STATEWIDE TRANSFER STUDY COMMITTEE

Dr. Ralph Berdie, Chairman
Professor and Coordinator of Admissions and Records
University of Minnesota, Minneapolis

Dr. Neil Christensen
Dean of Students and Interim
President, Lakewood Community College

Mr. Thomas Courtice
Assistant to the President
Hamline University

Mr. David Ellens
Admissions Counselor
St. Cloud State College

Dr. William Fenstemacher
Coordinator of Curriculum
Research, Minnesota State College Board

Dr. Barbara Killen
Coordinator of Occupational Program and Placement
University of Minnesota

Ms. Sue Lund
Director of Career Planning and Placement, and
Associate Dean of Students
Macalester College

Mr. Herbert Murphy
Director of Student Personnel
Anoka Vocational-Technical Institute

Mr. Norris Nelson, President
Northwest Technical Institute, Inc.

Ms. Dolores Pospesel
Senior Consultant for Program Planning and
Development
Minnesota Department of Education
Division of Vocational-Technical Education

Dr. Conrad Posz
Vice-President and Educational Director
Art Instruction Schools, Inc. and
Palmer Writers School, Inc.

Dr. Carl Wiemann
Assistant to the Chancellor
Minnesota State Community College Board

The following individuals also served on the Statewide Transfer Study Committee during the past biennium:

Mr. Donald Harkcom
Dean of Instruction
Anoka-Ramsey Community College

Mr. Robert Kaul
Director
Minnesota Institute of Medical and Dental Assistants, Inc.

Mr. Earl Olson
Director
Minnesota School of Business, Inc.

Mr. Charles Simmons
Dean of Social and Behavioral Sciences
Moorhead State College

HIGHER EDUCATION COORDINATING COMMISSION STAFF MEMBERS WORKING WITH THE COMMITTEE:

Dr. Robert Koenig
Assistant Director for Administrative Services

Dr. Melvin Orwig
Associate Executive Director

Dr. Carl Yoder
Research Associate for Information Systems and Special Studies

TECHNICAL REVIEW PANEL FOR COMMUNITY SERVICE AND CONTINUING EDUCATION

Philip Anderson
Inver Hills Community College

Raymond Berg
Rainy River State Community College

Willis Black
Willmar Area Vocational-Technical Institute

Mark Davis
Augsburg College

Roger Davis
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Mankato State College

George Donohue
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Thomas Fish
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John Kelly
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State Department of Education

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Margaret Reed
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John Scherer
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Mr. Stewart Shaw
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Hamline University

Warner Shippee, Coordinator
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Dr. R. John DeSanto, Supervisor
Television and Radio Services
St. Cloud State College

Mr. Russell E. DuBois
Head Librarian
University of Minnesota, Morris

Mr. Sheldon Goldstein
Associate Director — Programming
University Media Resources
University of Minnesota, Minneapolis

Television Coordinator
Bemidji State College

Mr. Donald E. Leean
Television Production
South Campus
Suburban Hennepin County AVTI

Mr. William A. McGinley, Director
Regional Television Production Center
Mankato State College

Mr. Soren Munkhof, Director
Radio and Television
Southwest Minnesota State College

Mr. Lee Nordrum, Director
Audio-Visual Center
Moorhead State College

Mr. John E. O'Rourke
Television Production
Austin AVTI

Mr. James C. Pehler
Television Coordinator
Educational Radio and Television Activities
Performing Arts Center
St. Cloud State College

Mr. Jack Pfitzer, Director
Regional Television Production Center
Winona State College

Dr. James H. Spear, Head
Audio-Visual Communications
Winona State College

Mr. Vern Thomas, Director
Audio-Visual Center
Bemidji State College

Mr. Douglas Vandenberg, Director
Office of Education Media
University of Minnesota, Duluth

Dr. Harry C. Webb, Director
Audio-Visual Center
College of St. Thomas

NORTHEAST MINNESOTA HIGHER EDUCATION COUNCIL

Task Force Members

The Honorable Norbert Arnold
State Senator — District 3
Pengilly

Dr. Jennis J. Bapst
President
Hibbing Community College

Dr. Robert D. Decker
President
Bemidji State College

George A. Eddie
Retired Superintendent
Hibbing Public Schools

Emil A. Erickson
MHECC Member
Virginia

Ms. Shirley Ettestad
Member of Advisory Board
Rainy River Community College

The Honorable Peter X. Fugina
State Representative - District 5A
Virginia

Dr. Robert L. Heller
Associate Provost
University of Minnesota, Duluth

Ms. Barbara Johnson
Virginia

Mr. E. A. Jyring
Hibbing

Dr. David Laird
Assistant Executive Director for
Inter-Institutional Program Planning

Minnesota Higher Education
Coordinating Commission

Mr. William Majagna
Director
Hibbing Area Vocational-
Technical Institute

Ms. Kathleen Majerle
Virginia

Mr. Rudy A. Marolt
Teacher
Ely High School

Mr. C. Donald Miller
President
Vermilion Community College

Mr. Harold Mostrom
Instructor in Department of Education
College of St. Scholastica

Mr. Charles F. Mourin
Principal
Aurora-Hoyt Lakes Junior High School

Ms. Sylva Nickoloff
Hibbing

Mr. Kenneth L. Pederson
Chairman of Advisory Board
Hibbing Community College

The Honorable Rudy Perpich
Lieutenant Governor of Minnesota

Ms. Veda Ponikvar
Chisholm

Dr. Paul Reed
Britt

Mr. George Rossman
Grand Rapids

Mr. Edward P. Russ
Director
Eveleth Area Vocational-
Technical Institute

Ms. Barbara H. Sartori
Member of School Board
Mt. Iron

Mr. Robert J. Scuffy
Commissioner
Iron Range Resources and
Rehabilitation Commission

Mr. Vladimir Shipka
Virginia

Mr. Eugene Simonson
Buhl

Dr. Wallace A. Simpson
President
Rainy River Community College

Mr. Gilbert M. Staupe
President
Mesabi Community College

Mr. Donald R. Stewart
Hibbing

Ms. Edith Suihkonen
Hibbing

Ms. Marie Vaida
Member of Advisory Board
Mesabi Community College
Virginia

Mr. Harold F. Wilson
President
Itasca Community College

ROCHESTER REGIONAL POST-SECONDARY EDUCATION CENTER
Task Force Members

Dr. Robert Aarsvold
Superintendent
Chosen Valley Public Schools
Chatfield

Dr. Kent J. Alm
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Mankato State College

Dr. Donald Crawford
Academic Dean
College of St. Teresa

Dr. Robert DuFresne
President
Winona State College

Mr. John Gowan
Rochester

Dr. Charles Harwood
Director
Rochester Area Vocational-
Technical Institute

Mr. Charles Hill
President
Rochester Community College

Mr. Fred Hubbard
Rochester

Mr. John Hunt, Jr.
Rochester

Mrs. Carol Kamper
Rochester

Dr. Stanley Kegler
Vice President
University of Minnesota, Minneapolis

Dr. David Laird
Assistant Executive Director for
Inter-Institutional Program Planning
Minnesota Higher Education
Coordinating Commission

Mr. Darryl Lee
Rochester

Reverend Donald McCall
Rochester

Dr. William Nelson
Dean
St. Olaf College

Dr. Dean Swanson
Associate Director
University of Minnesota
Rochester Center

Dr. Wilbur L. Wakefield
Project Coordinator
Rochester Consortium

Sister Ellen Whelan
Assistant to President
College of St. Teresa

Mr. Larry Wicks
Executive Director
Rochester Education Association

The following individuals also served on the Task Force during the past biennium:

Mr. John Bakke
Rochester

Dr. Charles Code
Mayo Clinic
Rochester

WADENA REGIONAL CENTER
Task Force Members

Dr. Robert Decker
President
Bemidji State College

Dr. Roland Dille
President
Moorhead State College

Mr. John Eix
Park Rapids

Mr. Jerome Graba
Sebeka

Dr. Charles Graham
President
St. Cloud State College

Mr. Bob Homann
Associate Academic Dean
Concordia College, Moorhead

Mrs. Nelia Lorentzen
School Board Member
Detroit Lakes

Mr. L. G. Lundeen
Wadena

Mr. Sherman Mandt
Wadena

Mr. Michael Matanich
Director
Staples Area Vocational
Technical Institute

Dr. Russell May
Director of Continuing Education
and Regional Programs
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